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ABSTRACT

The National School Boards Association proposed to the United States Department of Education a project, "Building Character in the Public Schools," designed to enhance character development in the schools through involvement of more than 15,000 local school boards in this country. The project had two overall goals: to heighten national awareness of the importance of character development programs in local public schools to the continued success and stability of American society; and to encourage the establishment and improvement of character development programs in public elementary and secondary schools. The first chapter deals with the triggering conditions and problems surrounding this problem. Chapter 2 reflects on several approaches to the definition of character education. The remaining chapters describe the methods that boards desiring to respond to this issue can take to ensure development of effective character education policies and programs in their school systems. Policy development guidelines and implementation procedures relevant to character building in the public schools are listed. Appended are: (1) a list of resources; (2) 16 different sample policies; and (3) sample implementation aids. (SI)

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Leadership Reports

a quarterly publication for
NSBA Direct Affiliates

BUILDING CHARACTER IN THE PUBLIC SCHOOLS

Strategies for Success

EA 020 501

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LEADERSHIP REPORTS

A quarterly publication for NSBA Direct Affiliates

Building Character in the Public Schools: Strategies for Success

Building Character in the Public Schools: Strategies for Success

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NSBA Leadership Reports, 1987-2
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Foreword

The development of character in children has long been a focus of the American public school system. From Benjamin Franklin and Thomas Jefferson, civic leaders involved in the formative years of our nation's birth, to education theorists such as John Dewey, to school leaders in every state who, over the decades, have guided the provision of education to children in their communities, the nurturance of character as well as intellect has been viewed as a critical function of education by many sectors of our society.

Some have argued, in fact, that installation of abiding ethical and moral values should be the primary purpose of schooling. For example, Dean William R. Inge has said, "The aim of education is the knowledge not of *fact* but of *values*."

We venture to suggest that many board members would disagree with that statement. At the very least, they would insist that the aim of education is the knowledge of fact, the ability to think *and* an understanding of values. From that point the debate might turn to the relative emphasis to be placed on facts and thinking versus values, and the degree to which these can, in practice, be separated. Further discussions might focus on how much of values education should be the responsibility of the public schools and how much should be the responsibility of parents, religious groups and other community institutions. And surely related questions also would be raised regarding exactly what is meant by "values," and, further, what are the best ways to establish and implement policies that can promote values and build character in our youth.

What we see now across our nation is a resurgence of interest in these questions. Coupled with this is a concerted effort to define what responsibility schools have for this task, and to implement appropriate goals and strategies tailored to the unique needs of today and beyond.

Among many others, a key figure in this latest wave of interest, as well as in efforts to hone the issues debated, is Dr. William J. Bennett, the U.S. Secretary of Education. As early as 1984, while President of the National Humanities Center in North Carolina, Dr. Bennett not only supported an approach to values education which would permeate all the curricular and extracurricular activities of a school but he also countered the critics claiming that teaching about "right and wrong" wouldn't work in a complex world. He called for an effective values education program—one that would pervade all the programs of a school—to be designed with the help of the school's community: students, parents, teachers, administrators, school board members and others.

According to Bennett, the values to be emphasized by the schools are the broad range of ethical and moral behavior which all of the community—regardless of cultural, racial or religious differences—agree are appropriate to our society. Therefore common principles that unify—rather than elements of belief that separate—should be the ground upon which values education is anchored. Such a program, Bennett observed, must be designed and carried out with "intelligence, tact, and caution," especially in a community where values may be changing; otherwise, it will founder in a sea of misunderstanding and apprehension. Critical to the success of this pervasive approach, he maintained, were "credible and courageous" teachers who exemplify as well as teach this common core of values.

NSBA traditionally has supported the efforts of school board members across the country to develop the moral character of elementary and secondary public school students. In recent years, the Association has conducted several projects directly related to building character in the public schools, involving such topics as student discipline, citizenship education, and delinquency prevention.

So it was with great interest that NSBA received the announcement by Secretary Bennett that the three cornerstones chosen for his Secretary's Discretionary Program were *character, content and choice*. NSBA proposed to the U.S. Department of Education a project, "Building Character in the Public Schools," designed to enhance character development in the schools through involvement of the more than 15,000 local school boards in this country. Several major activities—a national conference, regional workshops and an awareness campaign—were conducted as part of the resulting project, funded by the Department of Education.

This *Leadership Report*, an outgrowth of the awareness campaign, is intended to continue the dialogue begun at the January 1987 national conference by drawing national attention to the imperative for character education. It is our hope that other sectors of society concerned with the character of the young will join hands with local school boards across the country in a truly participatory process to contemplate and to target both the values held in common and the means preferred for transmitting these values to our school-age youth. Only then can we realize the full promise and potential of an education system in which the flowering of character *and* of intellect proceed hand-in-hand.

Very truly yours,

Jon Howe

Jonathan T. Howe
President

Thomas A. Shannon
Executive Director

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Introduction

"The need for values education cannot be ignored in the public schools, for if we are to educate the whole child we cannot overlook character development. Values education is necessary not only for the individual to reach his potential as a person, but for our society and our democracy to flourish."

Carolee B. Smith
Past-President,
Maryland Association of Boards of Education

It has been a long held belief that the public schools have an important role to play in promoting moral development in the nation's youth. Accordingly, many school districts across the country have wrestled with the problem of providing moral and ethical training for students without resorting to strict indoctrination or violating the separation between Church and State. In some districts, specific values education programs of various types have been established although the approach and content of some (e.g., values clarification and cognitive moral development) have proven to be controversial. Also instituted have been programs in law-related education and broader-based citizenship education. To accomplish the same goals, other districts have established school discipline policies and student behavior codes, as well as codes of conduct for district staff who serve as role models for the young. Many of these programs have been very effective. Others have met with limited success for a variety of reasons.

One of the purposes of the NSBA Project on Building Character in the Public Schools was to learn from and to summarize this wealth of experience to provide school board members with additional information and technical capability for formulating, if they so determine, school board policies on this topic.

Leaders need to make the hard decisions, based on examining the issues. And they've got to be prepared to take some risk. There's an old saying that if you're a manager, you do things right. If you're a leader, you do the right thing.

Jonathan T. Howe
President, National School Boards Association

Leadership Role of School Boards

Values cannot be imparted nationally from Washington, D.C. They must be developed and strengthened at the local level, in every school district, in every family and in every community institution that deals with children. As education leaders and policymakers in their communities, school board members are expected to play a key role in establishing a school climate conducive to fostering character development in students.

For example, board members themselves are expected to serve as exemplary models of character for the children and communities they serve and represent. In recognition of this imperative for board members to serve as examples of good character, a code of ethics for school board members was adopted in 1975 by the Board of Directors of the National School Boards Association. The eleven principles of this code still stand today as a model of behavior and a delineation of commitment for board members across the country.

For we simply must be examples of what we expect in others. As school board members, we must assure that the character of the community is translated into the school community.

Nellie C. Weil
Past-President, NSBA, 1986-1987

The NSBA Project on Building Character in the Public Schools

The Project on Building Character in the Public Schools was a collaborative effort between NSBA, its fifty-two Federation Member state associations and the U.S. Department of Education to provide information, training and technical assistance to local school board members. This collaborative effort had two overall goals: to heighten national awareness of the importance of character development programs in local public schools to the continued success and stability of American society; and to encourage the establishment and improvement of character development programs in public elementary and secondary schools. To meet the first goal, NSBA held a national conference highlighting the need to take bold and consistent action at the local level to enhance character education in the public schools.

Realization of the second goal—to improve the capacity of local school board members to undertake character development efforts in the public schools—required several major project activities. For example, project staff collected information about effective character development policies and programs in local school districts both through NSBA's Federation Member state associations and directly from national and local exemplary programs across the country. Three regional workshops, for local board members and NSBA's Federation Member staff, on character development policies and processes, were held in the winter and spring of 1987 in Louisville, Kentucky; Lafayette, Louisiana; and Washington, D.C., all in conjunction with annual meetings of state associations of school boards or NSBA regional delegations. A national conference was conducted on January 22, 1987 in Washington, D.C., on building character in the public schools, and a special edition of *School Board News*, NSBA's bi-weekly newspaper, was published on March 4 containing the proceedings of the national conference. Finally, input from all these activities contributed to development of this *Leadership Report* designed to provide local school board members interested in building character in the public schools with the resources to do so.

As you will see, the wide range of programs and activities in school districts dealing directly or indirectly with ethics education attests to the continuing efforts of school board members, administrators and teachers to address character development.

The Imperative for Character Education

In recent years, myriad concerns by the public about today's youth have begun to merge into a call for renewed attention and response to the building of character and ethical behavior in the schoolchildren of this nation. Increasingly, the consensus is that principles which should be learned from preschool age in the home, the church, and other community institutions as well as the school, are not being adequately transmitted to the younger generation. These concerns have arisen because of a constellation of factors which deserve the serious attention of school boards throughout the country.

Triggering Conditions and Problems

Over the last few decades, certain statistics that measure serious problems affecting the nation's youth have shown alarming increases. For example, the life expectancy in the U.S. has improved over the past 75 years for every age group except the 15- to 24-year-old American, whose death rate is higher today than it was twenty years ago. One warning sign is the rising incidence of suicide and homicide rate for young people. Suicide rates for all 15- to 24-year-olds went from five percent in 1950 to thirteen percent in 1984. Currently an American teenager commits suicide nearly every ninety minutes. Group or "pact" suicides are an especially disturbing recent phenomenon.

Another warning sign is the steady increase in the use of drugs by high school students through the 1970s. Nearly two-thirds of high school seniors, since 1980, report having used an illicit drug. As recently as 1985, thirteen percent of high school seniors had used cocaine in the past year—the highest level of use ever observed, and more than twice the proportion in 1975. Although American young people may be using fewer drugs now, they nonetheless use more than the young people of any other industrialized nation. The use of alcohol is a particularly critical problem.

Fewer crimes are now committed by young people than several years ago, largely because there are now fewer young people. Nonetheless, youths under 21 still account for more than half of all arrests for serious crimes.

About one million American teenage girls become pregnant each year. Some 650,000 of them are unmarried. Four out of every ten girls, according to some researchers, will become pregnant before leaving their teens.

In addition to these dramatic problems, other serious but more subtle conditions contribute to the current concern about the need for character education in the public schools. For example, news coverage of widespread unethical behavior of adults in business and government heightens a sense of violated public trust about the role models and messages transmitted to the next generation.

Family structure has changed markedly in the last few decades. Families are smaller, more mobile and more likely to experience divorce. The number of single-parent families has grown from nine percent of all families in 1960 to twenty percent in 1986. Of children born in 1983, 60 percent will live in households headed by a single parent. Additionally, the proportion of families in which both parents work has risen from 34 percent in 1970 to 45 percent in 1980, and is projected to reach 75 percent by 1995. Taken together, these figures portray a growing number of families in which parents have less time than in the past to inculcate their children with basic ethical and moral values.

The minority composition of the population of the country as a whole, and even more dramatically of some states in particular, has changed dramatically and the trend is expected to continue. Immigration is a dominant factor in this trend. Legal immigration has more than doubled since 1950 to over 600,000 per year and illegal immigration adds several hundred thousand more each year. These immigration trends are focusing attention on the need to ensure the teaching and transmitting of a common set of shared values necessary for continuity and stability of the American culture.

Surprisingly, another trend—broader employment opportunities for minorities—has resulted in a corollary problem for students and school systems, as minority teachers now comprise a smaller percent of overall teaching staffs than in the past. A recent NSBA report on teacher supply and preparedness contains a prediction that "Within the decade, the minority teaching forces will be less than five percent, compared to twelve percent in 1980." Thus, increasing numbers of minority students are being exposed to a decreasing number of minority teachers who traditionally have served as positive role models.

News media and education journals alike feature the impact on this country's youth of the changing role of the American family and other social institutions. Today's adolescents, we are told, are more materialistic, less realistic and/or harder to motivate than earlier generations, and that with parents taking a less active role in raising their children, youth look elsewhere for some sort of structure in their lives or suffer various problems for want of such structure. Suburban shopping malls are cited as one place where teens find structure and as a major factor in shaping their materialistic values. For less affluent youth, street life competes with, and often triumphs over, family, church or youth associations as a primary

influence on values held. The negative influence of violence and sex featured on television, the movies and in popular music cuts across all socio-economic groups. Many adults express a sense of helplessness about how to improve this situation.

Why Boards Should Take Action

Concerns about the moral and ethical behavior of youth have been reflected consistently in the annual *Gallup Poll of Public Attitudes toward Education*, which in 1984 revealed that the public considered the development in students of standards of what is "right" and "wrong" to be a major educational goal, second in importance only to developing the ability to speak and write correctly. In addition, the 1986 Poll indicated that the public ranked "lack of discipline" in the public schools as the second most serious problem confronting educators, preceded only by "use of drugs."

Always included on lists of attributes business representatives maintain are lacking or poorly developed in today's graduates of the public school system are an array of character traits. One such list of the abilities and traits which lead to job success shows employers rating communication skills below seven other character-related traits as a predictor of job success:

1. Be honest and dependable.
2. Be reliable and punctual.
3. Get along well with people.
4. Cooperate with supervisors.
5. Accept and handle responsibility.
6. Be willing to undergo further job skill training.
7. Think of self as a worthy person.
8. Communicate orally and listen effectively.
9. Work with minimum supervision.
10. Solve personal and professional problems.
11. Possess entry-level job skills/knowledge.
12. Read with understanding.
13. Understand required mathematics.

The list suggests that using the school curricula to develop positive affective behaviors in students which influence career success would have long-term economic as well as behavioral value.

Listed below are representative examples of state policies, reports and activities on the issue of character education:

- In California, the governor recently established the State Task Force on Self-esteem and Personal Responsibility. The state education code calls for the training of pupils in morality and citizenship. In 1987, a state report on middle-school education called for, among other things, emphasis on character development through a curriculum that "involves students in thinking about the moral and ethical struggles of literary and historical figures and the lessons of those experiences for their own lives."
- In Colorado, the Commissioner of Education, the PTA, and the State Commission on the Bicentennial of the U.S. Constitution are initiating school-based, community-wide groups to bring children and adults together for reading and discussing materials related to the Constitution, with a focus on character issues.
- The Kentucky State Board of Education has adopted a resolution which calls on each local school district to have a plan for character education in place. The resolution reads:

  > Character education shall be an integral part of instruction at all levels and in all appropriate areas of study. A written plan setting forth the methods by which these programs will be integrated shall be developed.

  The state Standards for Accreditation incorporates monitoring of compliance with this resolution in sections pertaining to legal responsibility and to curriculum and learning environment.

- In 1978, the Governor of Maryland created a Values Education Commission to identify and assess ongoing programs in morals and values education in the schools of Maryland, and to formulate recommendations that would reinforce traditional adherence and devotion to high standards of moral and ethical conduct in personal and public life.
- Tennessee state law directs that instruction in all public schools shall include character education. It further specifies that each school district should use in grades K-6 the curriculum developed by the American Institute for Character Education of San Antonio, Texas, or a comparable program approved by the state board. Instruction in grades 7-12 is in conformity with the elementary curriculum and also provided by the state board.
- Michigan, North Dakota, Virginia and Utah also have state education codes or resolutions which either require or strongly encourage the teaching of morals, values, ethics and/or character, often in conjunction with an emphasis on citizenship skills and abilities necessary for meaningful participation in a democratic society. A bill requiring similar actions has been introduced in Iowa; other states report similar legislation is on the agenda.

Recent educational research has focused attention on the relationship between values of students and their parents and the educational success of those students. A study funded by the U.S. Department of Education found that for disadvantaged populations in each ethnic group studied (Asian, black, Hispanic and white), stronger traditional values among the students and their parents and peers are associated with greater academic success. High performers in the study were:

- 163 percent more likely to work hard in school;
- 44 percent more likely to think that it pays to plan ahead;
- 78 percent more likely to participate in church activities;
- 131 percent more likely to have a mother who thought they should attend college; and
- 96 percent more likely to have friends in school who think well of students with good grades.

These findings confirm that values held by students are a significant factor in high achievement in spite of socio-economic difficulties.

State-level activity regarding character education is yet another reason for local boards of education to address this issue. Such activity ranges from state board policies or reports which mandate or urge inclusion of character education in the curriculum to statewide projects designed to build interest in the subject. (See box on page 6 for details.)

> Our youth now love luxury, they have bad manners, contempt for authority, show disrespect for their elders, and love to chatter in place of exercise. They no longer rise when others enter the room. They contradict their parents, they chatter before company, they gobble their food, and terrorize their teachers.
>
> Socrates, *Fifth Century B.C.*

What are the lessons to be learned from history on this topic?

- Don't be defensive; educators in general and school boards in particular have a long, proud history on which to draw.
- Don't reinvent the wheel; yours is not the first board to address this topic.
- Your board is not totally responsible for this task nor is it the only group interested; involve other sectors of your community.

Many lessons and much wise advice are available from sources outside the strict confines of 19th and 20th century education theory and practice.

- *Aristotle* maintained that the way to teach good character was to expose children to it and invite imitation.
- In the early days of this country, political leaders supported character development as a function of education. Thomas Jefferson's *Bill for the More General Diffusion of Knowledge* supported an education system to instill moral principles in the citizenry. Benjamin Franklin, in *Proposals Relating to the Education of Youth in Pennsylvania*, called for an instructional program which would include the study of ethics.
- Between 1836 and the 1920s, *McGuffey's Eclectic Readers* were popular texts, clearly spelling out right and wrong and extolling the virtues and rewards of learning and hard work.
- During the 19th century, teacher behavior was strictly regulated by the community, especially with regard to gambling, use of liquor, tobacco and profane language, dating and participation in religious activities.
- In the early 20th century, coinciding with a massive influx of immigrants into the U.S., John Dewey wrote about the necessity of teaching and learning how to develop moral character and ensure the continued existence of democracy in a country composed of heterogeneous groups.
- Ten years ago many districts were developing curriculum on values education issues; some curricula were based on the values clarification approach which has since received much criticism for failing to provide students with clear guidance on issues of right and wrong.
- The need for moral education gained renewed attention following the social upheaval of the 1960s. Many teachers and administrators currently in school systems, however, were trained during the '60s when uncertainty about values consensus was pervasive in colleges and elsewhere.
- *McGuffey's Readers* are enjoying a revival in popularity as primary and supplementary texts because of values they teach as well as the historical perspective they provide.
- In 1987 the Bicentennial of the U.S. Constitution is generating renewed attention to the principles on which this country was founded.

What Is Character Education?

Character education has many different definitions, reflecting the great number of approaches to the subject. A few are included here as a guide and to illustrate basic concepts common to many.

Many approaches to character education use the "umbrella" concept of responsibility, often citing it as the "fourth R" in addition to reading, writing and arithmetic. This approach can be couched in terms of motivating students to realize that "with privileges go responsibilities." It is sometimes linked to self-esteem as the starting point for responsibility, arguing that being responsible for and to oneself is necessary before one can extend that discipline and esteem to one's relations with others.

Another way to approach the question of what is character education is to look at the lists of desired character traits developed by communities or projects, or called for in writings on the subject. (See box for five examples of such lists). The high degree of overlap among traits on these lists illustrates that there are certain shared values in this country which can be taught in the schools with relative assurance of community support. This exhibit also should help to reassure school boards uneasy about embarking on a process of community involvement when determining a common core of values for their districts. Those who have been involved in such processes report that the task is sometimes difficult but ultimately worth the effort and that reaching consensus is possible without "watering down" the values.

A third approach to defining character education is illustrated by the sidebar shown on P. 9, which contains a statement on the subject from The Character Education Task Force of the California School Boards Association. In this statement, the Task Force defines character education as "the teaching of values and of conduct that produces behavior necessary for the orderly functioning of a humane and democratic society." It goes on to state that the basis of such values includes elements that are unifying and those which express diversity. Drawing upon the motto *e pluribus unum*, the Task Force classifies principles of character into two general types: those which promote cohesion and unification in a community—the "unum" values, such as justice and authority; and those which promote pluralism and individualism—the "pluribus" values, such as privacy and freedom.

Lists of Desired Character Traits

Four Cardinal Virtues
Bowling Green (OH) Project
Courage
Justice
Temperance
Wisdom

Common Core of Values
Baltimore County (MD)
Compassion
Courtesy
Critical Inquiry
Due Process
Equality of Opportunity
Freedom of Thought and Action
Honesty
Human Worth and Dignity
Integrity
Justice
Knowledge
Loyalty
Objectivity
Order
Patriotism
Rational Consent
Reasoned Argument
Respect for Others' Rights
Responsibility
Responsible Citizenship
Rule of Law
Self-respect
Tolerance
Truth

Skills for Living
Quest National Center
Getting along with others
Good judgment
Responsibility
Self-discipline

Goals for Children
Child Development Project
San Ramon (CA)
(in rank order - academic & character goals)
Being self-confident
Being responsible, dependable
Being curious, eager to learn
Being independent, self-directing
Being able to work well with other children
Being sensitive to others
Being kind and considerate
Being a hard worker
Getting good grades
Being amiable, good-tempered
Going out of one's way to help other people
Being friendly, interested in others
Having a quick mind, being intelligent
Being comfortable in social situations
Being liked by others
Being assertive, not getting pushed around
Being creative, original
Being a leader
Being artistic
Being athletic

William Honig
California Superintendent of Public Instruction
Civility
Honesty
Importance of family
Integrity
Self-discipline
Tolerance

A similar, but distinct dichotomy is included in the overlapping categories of values developed by the Maryland Values Education Commission. The Commission's report speaks of character values and citizenship values, each with a set of objectives which respectively pertain to values affecting the self and other individuals, and to values affecting the civic community as a whole. (See listing of these character and citizenship objectives in Montgomery County's "Values Education" policy in Appendix B.)

The imperative for giving attention to these citizenship objectives was the focus of the address by Jeanne Kirkpatrick, former U.S. Ambassador to the United Nations, to the Educational Assembly of the 1987 NSBA Annual Convention:

> *Constitutional democracy is enormously superior to other forms of government and it is extremely important that young Americans learn this. . .that they understand that it is so and that they understand why it is so. How can young Americans value freedom and law enough if they do not understand the nature of governments which feature neither? Without the sense of the horror of life without independence and freedom and self-government, it becomes impossible to understand and appreciate adequately the achievements of a free society. It becomes impossible to value it enough to protect it.*

Yet another approach to character education, not mutually exclusive from preceding approaches but complementary to them, is Amitai Etzioni's conception of the school as a setting in which values are imparted by all the life experiences the school generates for students, rather than by cognitive learning alone. This concept was reflected in the definition of values education developed by the Baltimore County, Maryland Task Force on Values Education and Ethical Behavior.

> *All education is infused with values . . . demonstrated through actions, procedures, policies, and attitudes of every individual from the members of the Board of Education, to the Superintendent, to the principal and teachers, to the cafeteria workers, bus drivers, and to the students.*

What Is Character Education?

Character education is education in virtue.

Among the virtues we consider to be appropriate to a democratic and humane society are altruism, compassion, courage, courtesy, generosity, honesty, industriousness, integrity, loyalty, obedience, punctuality, respect for authority, responsibility, self-discipline, self-respect, and tolerance.

Democracy must have a personal ethic to succeed. Ethics can and should be taught. The schools share this responsibility with all of society.

Historically, character education focuses on the teaching of values and of conduct that produces behavior necessary for the orderly functioning of a humane and democratic society. The basis of such values includes elements that are unifying and elements that express our diversity.

Character education within the total curriculum will lead to the development of the individual as a literate, responsible, moral person, ready to take a place in a free society.

Drawing on ideas suggested by the motto *e pluribus unum*, one of America's respected scholars, R. Freeman Butts, classified principles into two general types:

1. Those which seem primarily to promote desirable cohesive and unifying elements in a democratic political community, or the "unum" values. Among them are these:
   - Justice
   - Equality
   - Truth
   - Authority
   - Responsibility
   - Participation
   - Respect for persons and property
   - Personal obligation for the public good
2. Those which seem primarily to promote desirable pluralistic and individualistic elements, or the "pluribus" values. Among them are these:
   - Diversity
   - Privacy
   - Freedom
   - Due process
   - Human rights

We recognize that there are other places in the world where people hold opinions similar to ours regarding a free society, but we have addressed ourselves to the precepts and foundations of our own free society. We believe that freedom is one of the prime motivating forces in character education and that there is no place in the world that more explicitly guarantees the freedom of the individual than here in the United States.

Source: *A Reawakening: Character Education and the Role of the School Board Member*. Prepared by The Character Education Task Force of the California School Boards Association, August 1982.

Speaking at the January 22, 1987, conference "Building Character in the Public Schools: Strategies for Success," jointly-sponsored by NSBA and the U.S. Department of Education, Secretary of Education William Bennett also espoused this approach:

> *I've spent a good deal of my time as Secretary of Education talking about character. I've said that schools, teachers, and principals must help develop good character. I've said that they don't have to reinvent the wheel—we don't have to add special courses or devise new materials for the purpose of instilling character in the young. There is no great mystery or trick to this task—parents and teachers have been doing it for centuries. We simply need to put students in the presence of adults of sound character, adults who know the difference between right and wrong, who will articulate it to children, who will remind them of the human experience with that difference, and who will live that difference in front of them.*

The total school environment is the emphasis of this approach, focusing on everything that happens the moment a child enters the school grounds, and extending as well to those school-related experiences the child has at home and elsewhere. Linked to this broad concept is a recognition that the school exists within a community that is a major reference point for the values the school seeks to instill and that has a vital interest in the successful outcome of moral education. One result of this close link between school and community is that the responsibility for character development in young people is community-wide. Parents, schools, business, churches, community associations, the news media, law enforcement agencies and judicial systems all share the burden of assisting youth in learning and practicing moral and ethical behavior.

In summary, schools can help to reinforce positive character attitudes and behavior in the young and to counter negative influences on students. Responsible personal and civic values can be promoted through the entire school experience as well as by discrete curricula and other special programs dealing with these issues. Schools must understand that they do not stand alone in meeting these needs, although they definitely must be an active partner in a collaborative effort to address them. Without the cooperation and support of all major community groups, including the schools, efforts by any one group are likely to be met with limited success.

Successful character development programs have certain common characteristics that contribute to their effectiveness. These include strong commitment by the school board, superintendent and faculty; the meaningful involvement of parents, business and other relevant community groups; a recognition that the values to be espoused must be locally determined; awareness that values are taught implicitly and explicitly through curriculum, practice and example; the clear delineation of desired student behavior outcomes for the program; an understanding that many factors within the school setting affect character development; and a harmonious integration of these factors.

The following chapters describe the myriad methods which boards desiring to respond to this issue can take to ensure development of effective character education policies and programs in their school systems. They provide more detailed coverage of: the processes that can be used to foster community involvement in developing character policies and programs; the general types of policies that a local board can use to build character in its schools; and programs, projects and strategies for implementing a character development policy in a school district.

Developing Policies for Building Character: What's Involved?

Education should not be a wishy-washy experience unless we make it that way. Education must deal with the great emotions and problems of the human race: love, war, freedom, beauty, caring, civic responsibility. Rather than seek to suppress this issue, why not pursue the debate openly as stewards of a society seeking direction and purpose. It is a wonderful opportunity to underscore and establish the importance of a public education system in a free society.

Calvin Frazier, Commissioner
Colorado State Department of Education

A school board's policy on character can be as simple as a sentence or two in the statement describing the district's educational philosophy or as complex as a three-page statement of the moral and ethical values to be upheld and transmitted to students. Most policies fall somewhere in between these two levels of complexity. However, the board's approach to the issue of character education should be determined by a policy development process, specifically tailored to the particular set of circumstances in the district, although it may draw upon the experiences of other districts.

Furthermore, as with many policy topics, a board may choose to address the issue of character development, as appropriate, within several different policies. For example, a statement concerning character development in the district goals and objectives policy may profit from more specific elaboration in policies on personnel, the instructional program, and/or students. Because there are a broad range of policy topics which may be used to address building character in a school system, it may be necessary to conduct a periodic assessment of existing policies for their consistency with one another, as well as with changing external circumstances, such as state mandates. The review may also indicate the need to consider developing a policy on a topic where none currently is in force. (See NSBA policy checklist in Appendix C.)

Community Involvement in Developing Character Policies

Throughout the policy development cycle, especially in the early stages, active community involvement can help the school board to clarify policy issues related to character education and to formulate implementation plans for approved programs.

As discussed earlier, public concerns voiced about the need for renewed emphasis on character development in the schools focus on two loosely-grouped sets of character traits: those affecting the individual and those with a communal or citizenship focus.

Thus a policy development process which will generate a statement about the above sets of character traits to be developed in a community's schoolchildren and/or exhibited by all members of the school system ought itself to embody those same principles. Put most directly, a policy which espouses demonstrating appreciation for the freedoms afforded by a democratic society ought to have been developed by the most exemplary of democratic processes. If it doesn't, the final product is likely to be an anemic, lifeless document, devoid of the roots needed to provide support and enable the policy to bear fruit for current or future generations.

> **We sow a thought and reap an act;**
> **We sow an act and reap a habit;**
> **We sow a habit and reap a character;**
> **We sow a character and reap a destiny.**
>
> **William Makepeace Thackeray**
> *19th Century British novelist*

The other argument for such an approach is that since the development of character is not the sole responsibility of the school system, the determination of how that crucial, shared responsibility is to be addressed should be done jointly by all involved parties: board members, parents, school staff and students themselves working in concert with representatives of local churches, government, community and civic organizations, business and other area employers, law enforcement, media, and colleges and other education institutions.

Efforts to involve the community in decisionmaking about the values to be transmitted in its school system may take a myriad of approaches. During the policy development cycle, for example, the community may be asked to help the school board conduct a needs assessment, review issues related to the proposed policy on character education and/or comment on

drafted policy statements. The implementation phase also has potential for broad community involvement, both in selection of and/or participation in (if appropriate) the actual initiatives or programs to be used.

Discussed below are basic guidelines for designing and conducting a process to gain community input on values to be developed in the schools. These guidelines need not all be utilized; however, they represent a full range of options for community involvement in planning and decisionmaking.

Designate overall authority for coordination and clarify roles and responsibilities. Designation of overall authority for coordination of a community involvement process is critical: The board needs to clarify which decisions it is retaining as its perogatives and which it is delegating to the community group. To do so, the board should review the basic divisions of functions and responsibilities undergirding the policy development process prior to designing a structure for involving the community in achieving consensus on character goals, and in delineating roles and responsibilities for those involved.

Generate awareness of issues being considered and activities being undertaken. Numerous opportunities exist for generating community awareness of the issues and activities involved in designing character education programs for use in the schools. One obvious method is to involve the local media in publicizing these efforts. As a secondary benefit, in addition to publicity, such collaboration is a natural lead-in to discussion of issues regarding the national and local media's influences, positive or negative, on development of character in the young.

Gauge community opinion. There are two general approaches to gauging community opinion on issues related to character education: getting input on values only or input on both academic and character-building functions of schooling. In terms of methodology for doing this, there are two broad approaches: 1) discussions or public testimony of various sorts and 2) surveys, including interview-based and more quantitative approaches.

A study conducted by Stanford University's School of Education on the desired outcomes of secondary education suggests some options for surveying community attitudes about desired goals for education. This study asked teachers and students in five high schools, as well as the students' parents, to respond to lists of statements representing goals for people to achieve by age 18. Two questions were asked about each goal: the importance of the goal and how large a role the school should play in contributing to this outcome. Goal statements were organized into ten groups: five representing academic goals and five representing personal responsibility goals such as attitudes, moral development and interpersonal competence. Two other types of responses were solicited: 1) rank ordering of lists of goals in order of schools' responsibility and 2) identifying special programs (representing each type of goal) to be strengthened or eliminated. The study's director, Professor John Krumboltz, reports that the Stanford researchers "found amazing agreement across quite diverse communities on what's important to teach" and that the personal responsibility goals generally were ranked by parents, teachers and students, as more important than academic goals. (See sample parent, teacher and student survey in Appendix C.)

Establish ongoing involvement mechanisms for the implementation phase. In addition to a newsletter published five times a year for the parents and staff of schools participating in San Ramon, California's Child Development Project, several other activities strengthen community and parent links to the project's activities. Special workshops feature joint parent-child learning activities; evening workshops, exclusively for parents, deal with issues and strategies being used in the project's pilot schools to promote simultaneous development of academic and "pro-social" behavior. Community members are also brought into the classroom to help teach pro-social topics such as developing understanding for the feelings, needs and motives of others.

Get responses to emerging proposals. In addition to staff, parents and others can review and comment on various curricula or programs being considered. This can be accomplished at meetings specifically for this purpose; through public review and comment on materials; and at formal board hearings. In Peoria, Arizona, the proposed curriculum program was open to review over a period of 1 to 1-1/2 years. Another mechanism for obtaining feedback on proposals is to conduct a pilot (trial run) of the program or initiative.

Create ways for people to be involved. Involve community members by appointing them to committees working on character development in the schools. Solicit their assistance in the performance of related activities. In northwestern Ohio, the communities involved with Bowling Green State University in the project on Fostering Character Development in Rural Schools convinced members of various community associations to conduct the public opinion surveys used in the early self-assessment phase of the project.

Inform the debate. Given the often controversial nature of many issues to be dealt with in developing character policies, it is important for both the board and community to use high-quality resource materials when researching the pros and cons of character education.

Baltimore County's Task Force found that hearing testimony from a wide cross-section of community representatives served many of the same functions as reading source materials (although they did that as well).

Below is a list of suggested policy questions that school leaders can use to help focus discussion on character development in the schools. The questions reflect the special collaborative roles which all sectors of a community can and should play in targeting and developing character traits desired in its schoolchildren. They also address specific implementation strategies for a newly adopted or revised board policy on character. Boards are urged to tailor this list to their particular needs.

Policy Questions to Ask

- Can and should values be incorporated into our public school curriculum?
- Can our public school system enumerate and have accepted by the community a common core of values?
- Will our community leadership—PTA, government, business, clergy, community associations—support a position on values education and ethical behavior?
- Whose or what values, if any, should be taught?
- If we plan to teach values, who or what will be our moral example?
- Which district staff and which persons and institutions in the larger community share responsibility for the teaching of values and ethical behavior? Which of these share responsibility for the moral and ethical behavior of students? What is the appropriate role for each in fulfilling these responsibilities? How can collaboration be facilitated?
- Can values be examined and endorsed in our community without endangering individual freedom?
- What relationship does the age of our students have to the values we expect them to exhibit and teachers to teach? Are there other factors which cause our expectations for student character to vary?
- What is our desired balance between focus on development of character and development of intellect? To what degree should they be developed simultaneously?
- What are the advantages and disadvantages of:
  a. A separate curriculum or program on character?
  b. The integration of character studies into what is already being taught?
  c. Simple modeling by adults and students, with no direct study of character?
- To what extent should character materials developed elsewhere be tailored to our district's particular needs?
- Should our teachers be expected to be ethical role models? Other district staff?
- What character-building activities can take place in our schools besides the formal study of character?
- What knowledge and skills are necessary for teachers to gain in their preparation to teach character?
- What inservice training for teachers or other actions, if any, are necessary for implementing the character initiative? For administrators and others?
- What do private and parochial schools do which could be helpful to our district in the development of character?
- Does poor character development in our young people affect their transition to and success in the labor force? Does it affect their transition to and success in higher education? Does it affect their fulfillment of duties as citizens of this country?
- Are there primary character qualities which, if developed in children, will assure that the other character qualities fall into place? Is "responsibility" such a primary or "umbrella" quality?
- How can we best accommodate ethnic diversity in our character development efforts?
- How can we maximize the positive effects of peer influence among students?

A Task Force on Values: One Community's Experience

The Task Force on Values Education and Ethical Behavior of the Baltimore County Public Schools began in 1982 as a response to a concern raised by superintendent, Dr. Robert Y. Dubel. He noted that the Gallup Poll of that year indicated 84% of the parents of public school children believed that schools have a responsibility for emphasizing values education.

Whose values, then, or what values, if any, should be taught?

In establishing the task force to study the issue of values education, Dr. Dubel made two decisions that proved to be critical to the success of Baltimore program:

1. He appointed a highly diverse committee including educators, citizens and a student who represented all geographic sections of the county as well as the range of race, religion, age, income, education, and philosophy.
2. He gave the group a broad charge: "Review our program in this vital area." This enabled the task force to have free reign in determining the scope and direction of the study.

The task force decided to begin its study by hearing from significant individuals in metropolitan Baltimore. First, the group invited headmasters of the most prestigious private schools in the area, because some parents feel independent schools are superior, because their values are clearly delineated and carried out. From the independent schools' representatives, the task force learned much about building a school climate, exemplifying the values to be transmitted by the schools.

Next to address the task force were representative spokesmen for liberal and conservative thought in the community such as the Executive Director of the American Civil Liberties Union and a fundamentalist minister. The minister asked one of the most probing questions of the study, "If you plan to teach values, who or what will be your moral example?" The task force's conclusion: The Constitution and the Bill of Rights represented the most appropriate model for the group's purposes.

The task force then studied the district's curriculum, *Student Behavior Handbook*, and Board policies and found values included throughout. Next the group surveyed teachers and parents to see how they stood, especially on the issue of teachers as role models.

Based on the above research, the task force report then defined values education:

> *All education is infused with values. The ultimate goal of education is the positive influence of student behavior, and each student's values guide and help determine that behavior. In the process of teaching, the teacher's values are demonstrated to the students. In every class and throughout the school—indeed, throughout the school system—values are demonstrated through actions, procedures, policies, and attitudes of every individual from the members of the Board of Education, to the Superintendent, to the principal and teachers, to the cafeteria workers, bus drivers, and to the students.*

workers, bus drivers, and to the students.

Listed, in alphabetical order, were what the task force believed to be "a common core" of values in a democratic and pluralistic society:

> *compassion, courtesy, critical inquiry, due process, honesty, human worth and dignity, justice, knowledge, patriotism, responsibility, self respect, tolerance, and truth.*

The report then stated, "We [the school community] have the responsibility of introducing to our students certain principles fundamental to a free society which cannot survive unless the values upon which it is grounded are fully comprehended and practiced by each succeeding generation."

Concluding the report was a list of goals for the outcomes of values education in terms of student behavior:

Self-discipline
Rational Process
Living in a Pluralistic Society
Acting in an Ethical Manner.

After winning unanimous approval by the Board of Education and the Superintendent's staff, the task force introduced the report to principals and supervisory personnel at a countywide meeting. Principals were asked to create an advisory committee, consisting of members of the staff, parents, members of the community and students where appropriate, in each of their schools. The school committees were encouraged to be creative about implementing the report's recommendations. The results have been remarkable. After two and a half years, evidence of the work of the values committee can be found in each of the district's 147 schools.

This undertaking has served to link parents, schools and the community in working toward the communication and reinforcement of a system of moral and ethical examination which those involved hope will strengthen the character of individual students and extend to the strengthening of democracy and a free society.

For example: from the outset the PTA Council has participated in the implementation of this study. The first of a series of values fairs was held in March 1987. A values brochure was distributed this past fall to parents. An ethics award will be given to the student in each high school who demonstrates the highest level of integrity.

A countywide conference entitled "Values Education and Ethics in the Workplace" was held under the joint sponsorship of the Baltimore County Public Schools, the Chamber of Commerce, the County Executive and the PTA Council. It featured the County Executive, the Superintendent, the PTA Council President, a teacher, a physician and others.

A statement entitled "Precepts, Beliefs, and Values in the Baltimore County Public Schools" was initiated by the Superintendent and is posted throughout the school system. It serves as a succinct statement of the underlying philosophy of the system's operation. Continuation of the district's efforts in values education is one of twelve major goals of the system for the coming year.

Fostering Character Development in Rural Schools

Fostering Character Development in Rural Schools was a collaborative project in which three rural school districts in northwest Ohio—Gibsonburg Exempted Village Schools, Hopewell-Loudon Local Schools and McComb Local Schools—worked in conjunction with Bowling Green State University. The project focused on the policies and procedures used in rural school districts to encourage desirable character traits among students.

The five major phases of the project were:

- Self-evaluation of existing goals, policies and practices.
- Analysis of the curriculum by teachers and university consultants.
- Compilation of descriptive models of each school district.
- Development of evaluation procedures.
- Dissemination of information.

The self-evaluation process included examination of a broad array of school policies designed to foster student character development and to highlight clearly defined school goals. The board policy manual and other manuals for each district were examined for positive practices that encourage such things as student attendance and achievement, family and community involvement in school activities, student participation in extracurricular activities and teachers as role models for the students. Methods for ensuring effective communication of these to teachers and students was also a critical component of the self-evaluation. (See Appendix B for sample policies from Hopewell-Loudon Local Schools and Gibsonburg Exempted Village Schools.) University faculty and teachers assessed the curriculum and worked together in design and evaluation of special projects. The content areas such as history, literature, science and other subjects were examined for ways to encourage character development. Opportunities for school staff to provide positive role models for students also were discussed.

Descriptive profiles of each school were compiled based on phase one and two activities. Any new policies and practices to be considered also were included. Student data such as average daily attendance, number of discipline referrals, dropout rates, participation in extracurricular activities, test scores and other facts were compiled as a part of the profiles.

Survey information gathered from students, teachers, and community members were statistically analyzed and compared to national data. Gallup Poll norms about teacher and community attitudes toward schools were used for analyzing teacher and community survey results. The norms from the study, *High School and Beyond*, were used for student data comparison. Questions concerning perceptions of desirable character traits and the four cardinal virtues—courage, justice, temperance and wisdom—by students, teachers and community members were analyzed for each district.

All data gathered was compiled in a final descriptive profile of each school. These were then used to develop a demonstration model of each school's policies and practices.

Policy Approaches To Character Development

Discussed in the following sections is a full range of policy approaches which a board may use in addressing character development in its school system. While the majority of policy examples cited below can be found in a few policy categories:

- Educational philosophy;
- Instructional goals;
- Staff, student and board conduct; and
- Values and citizenship education

no attempt has been made to designate some categories as primary and others as secondary. The especially comprehensive nature of character building policies and the resulting rich array of potential programmatic responses calls for an unusually open-ended approach to policy development.

Types of Policies Related to Character Development

Educational Philosophy or Instructional Goals. Boards often find the most desirable place for a written statement of belief or principles regarding the building of character in their schoolchildren is in a policy outlining the district's educational philosophy or instructional goals. Discussing the importance of character education and development in either of these policy categories has two obvious advantages: high visibility and wide applicability. By addressing the issue of character development in this manner, boards provide a cornerstone on which to build a variety of implementation efforts throughout the district.

A board philosophy may reflect the two general realms of character traits, individual and societal, discussed in the first chapter of this report. For example, in its Instructional Goals policy, the Jennings County (IN) School Corporation stipulates two major categories of needs for the existence of a public school corporation, relating to: (1) society at large, and (2) the individual members who make up society. Regarding the first category, the policy distinguishes between societies which establish schools only for the purpose of maintaining the status quo, and those societies which are additionally dedicated to the extension and improvement of the culture. Building upon these additional societal aims, the school corporation then details the goals of an educational program which are necessary to enable young people to meet the requirement to serve as effective, participating members of a democratic society. In addition to acquisition of academic skills and knowledge, other "guideposts" listed in the policy concern cultivation of: a sense of responsibility, a positive attitude toward minority groups, a positive self image and desire to make the most of one's self, and respect and appreciation for the democratic process and basic social institutions. (See Jennings County "Instructional Goals" policy in Appendix B.)

Alternatively, other school districts' instructional goals and policies clearly assign a primary importance to the acquisition and application of knowledge, then mention other character-related goals to be addressed in addition to that primary one. In the Fulton County (GA) School System's policy on this topic, mention is made of individual needs and purposes of each student, as well as development of an understanding of and respect for the integrity, opinions and ambitions of others. (See Fulton County "Instructional Philosophy" policy in Appendix B.) Other district's policies, e.g., that of School District #70 in Pueblo, Colorado, may be more specific about stating a goal of developing each individual's moral and ethical values.

School Board Member Code of Ethics. Most effective in relaying to the schoolchildren and the staff of a district the board's commitment to the building of character is a quite direct statement of ethical values to be evidenced by those serving on the board.

A model "Code of Ethics for School Board Members," adopted by the NSBA Board of Directors in 1975, is available for adoption or adaptation by local boards. While several items in this code pertain to correct procedural approaches to the job of a school board member, others speak to principles such as "encourage the free expression of opinion," "avoid being placed in a position of conflict of interest," and "take no private action that will compromise the board or administration." (See NSBA "Code of Ethics for School Board Members" in Appendix B.) Yet other policies on staff ethics make a point of adding official representatives of the district, including board members, to the group to be covered by the policy.

Student Code of Ethics. A common technique for conveying the "fourth R"—responsibility—to students is a code of ethics or other statement, often in a student or discipline handbook, which articulates both rights and responsibilities of students. A student code of ethics can provide an excellent vehicle for detailing, in specific outcome terms, how a district's students are expected to behave in light of the character qualities desired by the community. Such a code can also address the frequent criticism of statements about values in the schools—that they are too general and not concrete enough to make a difference in students' everyday lives.

Students at Hopewell-Loudon High School in Ohio are provided with a succinct but comprehensive code of ethics covering academic, social and civic responsibilities. In this code, admonitions to "strive for scholastic excellence" and to "respect the faculty of the school" coexist with those to "respect the residents, officials, and property of the community" and to "assist in the development of charitable and community projects whenever possible." (See Hopewell-Loudon "Student Code of Ethics" policy in Appendix B.)

Communication of the precepts of the policy to the students and the firm application of adult guidance are necessary, of course, for such statements to be translated into action on the students' part.

In Baltimore County, the Task Force on Values Education and Ethical Behavior identified a common core of twenty-four values to be incorporated in the educational program. To make these values more concrete for both students and staff, the Task Force's report then listed several examples of real-life instances for applying the values in everyday practice, including teaching in the classroom. Examples cited for the core value of "honesty" included: turning in found valuables or money, not cheating on tests, and not forging a parent's signature. These concrete examples of student conduct were further clarified by a curricular approach to teaching the common core of values across the disciplines from grades K-12. The curriculum guide approach specified the objective or activity to be used in a curricular area at a particular grade level to inculcate each value. The Task Force also developed four outcome goals and related behaviors for each, which students were to exhibit as a result of involvement in values education.

Staff as Role Models for Students. A clear distinction can usually be made between policies regarding staff as role models for students and policies regarding staff conduct which list rules the district employees are not to violate, or acts and conduct that are prohibited. The former is usually stated in more positive terms and contain specific admonitions for faculty to set an example for students. (See Salt Lake City "Staff Ethics" policy in Appendix B.) The latter type, on the other hand, references a need to protect the rights of all by delineating accepted standards of employee conduct.

In addition to stating that staff of the school system should serve as role models for students, a staff code of ethics may mention behavior, conduct and dress in particular. Reference may also be made to commonly-held values to be supported by word and deed of all employees, as is the case in the Palos Verdes Penninsula USD (Rolling Hills, California). In its policy on values, this district lists honesty, respect for property and respect for the racial, cultural and ethnic diversity of others as examples of commonly held values. The link is then made to the staff's responsibility to endorse and reinforce behavior which mirrors the same values. (See Palos Verdes "Policy on Values" in Appendix B.)

Other districts' policies on moral and ethical values for staff members may be so long and detailed that they essentially constitute an educational philosophy statement for the district. (See East Stroudsburg, Pennsylvania "Moral and Ethical Values" policy in Appendix B.) Such policies should be developed with substantial involvement of the district's staff. Another slight variation of the staff ethics policy is exemplified by that of the Milford (OH) Exempted Village School District, which is couched in terms of staff responsibilities to various groups such as pupils, parents, the teaching profession and/or district colleagues, and the public.

Separate statements may be required for various employee groups. For example, the topic of teachers as role models may be discussed in a section of the district policy on philosophy of education. In the White County School System (Cleveland, Georgia), such a philosophy statement is included in the teacher handbook as well.

Also worth emulating may be a separate code of ethics for administrators, such as the one in use in the Salt Lake City Public Schools. A distinct code for administrators allows specific mention to be made of standards applicable to administrative duties such as "implementing board policies," and "pursuing appropriate measures to correct laws, policies and regulations that are not consistent with sound educational goals." (See Salt Lake City "Statement of Ethics for School Administrators" policy in Appendix B.)

Student Attendance, Achievement and Graduation. In addition to student codes of ethics, other board policies may clarify and influence behavior expected of students. Atlanta's "Duties to the Community" service program (see the next chapter for a program summary) is a requirement for high school graduation. To meet this requirement (worth one-half unit of credit) each student provides seventy-five hours of unpaid volunteer service in district-approved agencies, under the supervision of school and agency staff.

The Salt Lake City Board of Education has passed a policy requiring students to exhibit competency in ethics and moral behavior prior to graduation from high school. This requirement was linked to the district's twelve democratic principles mentioned earlier, and led to development of an ethics education competency examination. Though no longer existing in the same form, ethics education has been incorporated throughout much of the district curriculum. Additionally, the state of Utah has added a mandate that ethics be taught in the schools.

A project at Bowling Green State University (OH) on Fostering Student Character Development in Rural Schools worked with three rural districts in the northwest part of the state. One phase of the project, a self evaluation process, included examination of school policies designed to foster student character development and to highlight clearly defined school goals. Policy and procedure manuals for each district were examined for positive practices that encouraged such things as student attendance and achievement, family and community involvement in school activities, student participation in extracurricular activities and teachers as role models for

the students. This comprehensive approach to policy analysis, with its emphasis on analyzing "what works" for rural districts, is applicable to any type of district with a clear picture of its particular needs and characteristics. (See box on p. 15 for project summary.)

Family and Community Involvement in the Schools. Board policies regarding family and community involvement in the schools most often do not differentiate a particular policy approach for efforts to build student character. Rather, the policy enunciates the relationship desired in order to accomplish the overall purposes or goals of the district. That relationship is often described as "cooperating with" or "listening to" the family and community, or "working together." (See Gibsonburg "Community Relations Policy" in Appendix B.)

Such policies acknowledge a primary role for the family and for other societal institutions in developing a sense of ethics and the corresponding moral behavior in children. Conversely, these policies usually limit the district to a subsidiary but supportive role to the family. A common example of this model are many board policies on family life education. (See section below on Sex and Family Life.)

Another way to view the range of policy approaches to family involvement is spelled out in publications and projects of The Home and School Institute. The Institute's publications describe a spectrum of possible approaches ranging from the more traditional kind of involvement which asks parents to support the schools to a newer approach which calls upon families to collaborate with the schools. The Institute's report, *The Forgotten Factor in School Success—The Family*, contains a 20-question checklist to help policymakers frame family-school initiatives. (See Section A of Appendix A for citation.)

This recognition of the two approaches—the traditional and the collaborative—to family-school involvement has potential as well for strengthening and clarifying board policies on this topic. In its policy on Chapter 1 Parent Involvement, the School District of Jefferson, Wisconsin, exemplifies the more collaborative approach to family involvement in the schools. The policy encourages parents of students enrolled in the Chapter 1 Program to take an active role in the education of the children, and cites as its rationale research indicating that a home and school partnership and greater involvement of parents in their children's education result in higher achievement scores, improved student behavior and reduced absenteeism. Among the activities called for in the policy are training parents to promote the education of their children at home as well as school, and consulting with parents about how the school can work with them to achieve the program's objectives.

Character/Citizenship Education. Some districts address character education and citizenship education as separate topics in the same policy, usually one on instructional objectives. The Rialto (CA) Unified School District policy on long-range instructional goals and objectives lists several objectives for the goal of character development and others for the goal of good citizenship. The preface to the policy notes that since these goals "are of a very general nature, the school system must share the responsibility for pursuing these goals with other institutions of our culture."

In a policy on values education, the Montgomery County (MD) Board of Education references the report of the Maryland Values Education Commission established by the Governor. The Commission's report culminated in two separate but related outcomes for values education: character and citizenship. The report then defined major objectives for each of these two outcomes, including under "character" items such as "sense of discipline and pride in one's work, and respect for the achievements of others" and under "citizenship" items such as "respect for legitimate authority at the local, state and federal level." The Montgomery County Board's policy endorses these objectives and adopts them as guidelines for student and staff behavior and for curriculum development. The policy further directs the superintendent to review the instructional program for the purpose of recommending any changes necessary to include the objectives. The policy closes with a reiteration that the values recommended by the Commission are viewed by the board as suggestions to local districts, not mandates. (See Montgomery County "Values Education" policy in Appendix B.)

A policy focused particularly on character or citizenship education also may specify topics to be taught, such as the six areas of knowledge required for responsible citizenship listed by the Des Moines (IA) Public Schools: the history of our nation; the democratic principles of freedom, justice and equality; the development of our democratic form of government; the necessity of citizen participation in political process to maintain a democratic form of government; our heritage—including customs, traditions, rituals, and symbols of allegiance to our country (including proper etiquette); and our nation's responsibilities in a global society. (See Des Moines "Responsible Citizenship" policy in Appendix B.) The knowledge-based approach to citizenship is taken one step further in the policy of the Jefferson County School District (Lakewood, Colorado) which not only calls for knowledge of citizenship topics, but also clearly states that the district is responsible for helping students "feel a responsibility to perpetuate our American heritage, customs, traditions and ideals."

One of the ten instructional goals of the Madawaska (ME) Public Schools pertains to the ethical character. The goal states that in order to give strength and meaning to social and educational responsibilities, students should practice certain skills including, among other things, "making basic choices" and "resisting manipulation."

As part of the plan for fulfillment of the Kentucky state-level mandate that character education be an integral part of instruction, the Daviess County Board of Education includes in its philosophy statement lists of the values, by grade level, it deems appropriate for instructional experiences. Secondary-level social studies curriculum is designated as the appropriate

means for conveying specific instructional objectives related to both character and citizenship education; seven goals are listed for this curricular area, covering topics ranging from "concern for the well-being and dignity of self, family and others" to using "rational processes when making civic decisions."

Student Participation in Extracurricular Activities. Policies regarding participation in school athletic teams are the most prevalent example of those drawing a link between student participation in extracurricular activities and development of student character. Many school policies on extracurricular activities cite an opportunity for development and exercise of student responsibility as a major objective for such programs. The athletics policy of Watertown Unified School District, Wisconsin, additionally adds an objective regarding development of self-control, self-discipline, cooperation, respect for individuals, fairness and honesty, and citizenship. Specific conduct expectations for students participating in athletics are also included, covering, among other things, "respect for authority, high standards of behavior, self-discipline, sportsmanship and cooperation." In this district, two students are included on the five-person board which reviews alleged violations of the athletics conduct code.

Probably the most publicized and controversial of this group of policies are those which limit student participation in extracurricular activities, including sports, to those who maintain or exceed a specified minimum grade point average. While directly focused on the issue of academic achievement, such policies also contain implicit or explicit support for the importance of developing those character traits, such as diligence, which contribute to achievement.

The board of the Anaheim Union High School District, California, has guidelines for student contests that limit competitions to those which will promote self-development and provide recognition for educational achievement. The policy simultaneously stresses promotion of character traits of "friendly competition" and "individual initiative." It also stresses the objective of encouraging the community to be active participants in the educational process.

Criteria for student participation in community activities of civic, educational and religious organizations have been established by the Charlotte-Mecklenburg Public Schools in North Carolina. Among other details, the policy specifies that in order for students to be excused from school to take part in such activities, the activity must contribute to the students' understanding of and participation in community, state, regional or national life.

Human Dignity. Many boards establish a policy on elimination of discrimination and improvement of human relations among staff and students. Common goals of such policies are to develop students' awareness and appreciation for the achievements, problems and aspirations of all people in society, including respect for individuals and for cultural differences. Linked with these goals is usually a commitment by the school district to practicing good human relations and providing equal opportunity in employment, curricular materials, programs for students, and use and location of facilities. (See Alexandria (VA) "Human Relations" policies in Appendix B.) Additionally, specifically targeted activities and programs may be called for, as in the Wichita (KS) Unified School District # 259 policy to promote understanding and positive relationships among people in the school district and in the community it serves.

Policies on other topics can address human dignity as well. In the values education policy of Montgomery County, Maryland, which details both character and citizenship values to serve as guidelines for student and staff behavior, one specific reason stated for adoption of the policy was an increase, at that time, in intolerant and abusive behavior and other incidents directed toward minorities. Two of the character objectives then listed are "respect for the rights of all persons regardless of their race, religion, sex, age, physical condition or mental state," and a "disposition of understanding, sympathy, concern, and compassion for others." (See Montgomery County "Values Education" policy in Appendix B.) Some districts add to the list of race, religion, etc., other characteristics such as socio-economic status, marital status, national origin, and/or manner of speech.

Drug Education. Objectives of board policies related to teaching about drugs, alcohol and tobacco use often pertain to character development issues. Cited in the policy of Roosevelt School District #66 (Phoenix, Arizona) are the following: to encourage the individual to adopt an appropriate attitude toward pain, stress and discomfort; to understand the personal, social and economic problems causing the misuse of drugs and alcohol; and to develop the student's courage to stand by his or her convictions.

In addition to requiring the integration of drug education into the curriculum at all levels, the Unified School District #464 (Tonganoxie, Kansas) recognizes that drug use often stems from a lack of self-worth and alienation from society. With this basis, the board directs that students be provided with widespread opportunities for work and service within the community and that efforts be made to eradicate the pressures in the schools that lead students toward use of drugs.

Religion. The board of Fairfax County, Virginia, has a policy to encourage respect for the values of all religions without advocating or disparaging any particular religion. The policy is designed to follow the spirit and letter of the First Amendment to the U.S. Constitution regarding both freedom of religious expression for students and teachers, and prohibition against the establishment of religion by the government. Other strongly-stated objectives of the policy are to avoid causing uncomfortable feelings on the part of children because of their religious beliefs, and to identify and eliminate behaviors (regarding lack of neutrality toward religion) that

produce such anguish. (See Fairfax "Teaching About Religion" policy in Appendix B.) The Sarasota County (FL) Public Schools policy on teaching about religion additionally calls for inclusion in the curriculum of "a secular study of religion, including a recognition of the role of religion in our history and culture and a development of moral and ethical values by all students." (See Sarasota County "Teaching about Religion" policy in Appendix B.)

A belief that religious training is properly the function of the home and places of worship is reiterated by the board of Arlington Central School District (Poughkeepsie, New York) in its policy on ethical and moral training. The policy goes on to commit the school system to transmitting "the great moral and spiritual principles on which our country is founded . . .inherent in the search for truth, in intellectual honesty, in the scientific method." Sound classroom practices, wholesome school activities, and the study of arts and humanities are mentioned as means for transmission of these principles to young people in the district.

Self-Worth and Direction. The Mountain View-Los Altos Union High School District in California adopted a guidance program to provide student activities and experiences which lead to self-understanding, educational and career plans, and decision-making skills.

Emphasis is placed on developing positive relationships with others, and on having teachers, other staff, parents and community personnel work as a team with the counselors in the delivery of guidance services.

Freedom of Thought. The board of Hamilton County Community Unit School District #10, McLeansboro, Illinois, grants teachers the right to teach—and the student to learn about—controversial issues as long as all sides of any subject receive equal treatment. Three basic student rights are detailed in the policy: 1) the right to study controversial issues of political, economic or social significance; 2) the right to study under competent instruction in an atmosphere free from bias and prejudice; and 3) the right of access to all relevant information freely available in the school or public library.

Cultural Growth and Understanding. The Fairfax County, Virginia school board encourages cultural growth and understanding in its policy on school ceremonies and observances which directs the instructional program to include observation of national, seasonal and patriotic events and holidays. Instructional exhibits and demonstrations are encouraged to maximize learning opportunities associated with such events, and regular classwork is to be maintained as much as possible.

Discipline. In West Chester, Pennsylvania, the board adopted a discipline system that is fair to students without undermining the authority administrators need to enforce school rules. A disciplinary action schedule for the district's secondary schools is established so that infractions of the rules for student conduct may be treated equitably and consistently. Rules and regulations are to be published and reviewed with students at the opening of each school year, and posted in prominent locations throughout the school. Copies are to be provided, on request, to students and parents. The stated intent of the policy is to provide students with a definition of the limits of acceptable behavior as well as equipping administrators for their disciplinary responsibilities.

In the Grady County (GA) Guidelines for Courtesy, Patriotism and Discipline (see sample student and staff guidelines in Appendix C.), the watchwords are individual responsibility and accountability. In addition to establishing boundaries for student conduct and clearly defining penalties for infractions, other desired behaviors such as reporting to class on time with all needed books and materials and completing assignments are spelled out in a list of self-discipline/citizenship skills.

Sex and Family Life. In Spokane, Washington's Central Valley School District #356, board policy draws the line between school and home responsibility for teaching students about sex and family life topics. It states "The Board believes schools can only supplement and complement those values established in the family, church and community. Schools may, however, emphasize the development of high moral and ethical standards." It further specifies that there will be no instruction in the use of contraceptives or other topics deemed to be within the jurisdiction of the home. The policy lists the aims of family life education as promoting chastity before marriage and fidelity thereafter; increasing self-understanding and self-respect; developing capacities for wholesome human relationships; and enhancing competency for responsible courtship, marriage and parenthood. (See Central Valley "Sex/Family Life Education" policy in Appendix B.)

The sex education policy of Collier County Public Schools in Naples, Florida, reiterates the primary responsibility of the family and the church for education of children regarding human sexuality and for provision of the specific value system through which students translate knowledge of this subject into decisions and actions. The policy also specifies that alternative instructional activities will be provided for any student whose parents choose not to have their child participate in human sexuality instruction. (See Collier County "Sex Education" policy in Appendix B.)

The Next Step: Implementing A Policy

A shortcoming of many board policies regarding the building of character is the establishment or adoption of a policy on this topic without any implementation mechanism. Policies, as a general rule, should be accompanied by administrative regulations or procedures which establish the mechanics for implementing the policy. Generally, such procedures should list the steps to be followed; contain other important details not in the policy; list do's and dont's; and include aspects which the superintendent is free to change without affecting the policy or obtaining formal board approval. Discussion of such changes with the board, however, might be a wise course of action in many cases. Boards have an additional responsibility to review and approve regulations regarding policy topics which involve politically or socially sensitive issues.

A board policy on the topic of character education often can be addressed by programmatic or procedural methods which are fairly standard for the district. The range of such implementation methods is the focus of the following chapter.

Program Design and Implementation

In order to avoid the trap of having a character education policy but no programmatic means for implementing it, school boards need to learn about and ensure the eventual use of one or more methods for accomplishing their policy goals. Summarized in this chapter are some basic models of programs, projects and strategies designed to implement policies for building character, as well as some common approaches to evaluating the effectiveness of such efforts. Although these implementation efforts are presented as either programs, projects or strategies to reflect generally the level of complexity entailed in planning for and using a particular method, such distinctions, however, are necessarily somewhat arbitrary since the degree of effort involved in adopting, adapting or developing can vary depending on specific circumstances in a district.

Also included are detailed summaries of five major character-building programs currently in use, representing some of the basic types of programs discussed in this chapter. These program descriptions portray some of the unique histories, rationales and curricular components of these model programs, as well as individual implementation and evaluation steps.

Character Development Programs

Community Service. The East Lyme (Connecticut) High School's Community Service Internship is a credit-bearing course which allows students to engage in community service for an extended period of time in order to foster an understanding of various societal issues. This one-semester course includes both an academic and an experiential component, and utilizes both a staff planning committee and a community advisory committee. The academic component covers the problems of hunger, poverty, housing, education, health, aging, and handicaps—dealing with each from historical, political, economic, and social/cultural perspectives. The service component involves each student in an internship with one of many local agencies, for which the student works a minimum of 2-1/2 hours each week in a non-clerical capacity. The academic course work takes up one class period per day, shifting its emphasis throughout the year from selection of the agency in which each student will work to group and individual research on societal problems and to analysis of the internship experience. The final grade for the course is based equally on the volunteer work and classroom performance. The course is not required of all students since the planning committee felt that such a mandate would contradict the spirit of volunteerism. The course can, however, be selected to meet a social studies requirement for one elective in the field of human needs. (See also "Duties to the Community" and "Quest" program summaries in this chapter.)

Simultaneous Development of Academic Skills and Character. The Power of Positive Students (POPS) program is based on the concept of the power of positive thinking and on research that confirms the link between success and a positive self-concept. The program focuses on improvements in student academic performance as well as character-related behaviors such as attendance, discipline and participation in extracurricular activities. Major emphases of the program are on enabling students to learn the habit of having a positive mental attitude and to experience success through demanding learning experiences appropriate to their own developmental levels. The entire school staff as well as parents and community leaders also are involved in the many strategies used to develop a positive self-concept in students. Continuous inservice training, information, and motivation programs are an integral part of this program's focus on changing the emotional climate of a school. Recurring themes of this training as well as the activities which involve students directly are, "You can succeed if you want to," and "Everybody is somebody."

Specific Character Citizenship Curricula. Character and/or citizenship education as a separate curriculum unit is most often incorporated into social studies classes. Health, family living and language arts are other classes which commonly incorporate one or more such units.

In some states, such as in Kentucky and Tennessee, specific curricular units on character education may be established in response to state level mandates. In Kentucky, the choice of program is left to the local board, with compliance being verified through the cyclical process of the state Standards for Accreditation. In Tennessee, on the other hand, a particular curriculum, that of the American Institute for Character Education, is specified for K-6 levels, with the local option to use a comparable program approved by the state board. These curricular materials are provided to the local boards through funding of the Tennessee foundation. (See "Character Education Curriculum" program summary in this chapter.)

The "How to Be a Success" program of the Thomas Jefferson Research Center is a set of 180 mini-lessons focused on how success can be achieved by being honest, dependable,

punctual, friendly, polite, cooperative, prepared, determined, courageous, and a good listener. These mini-lessons consist of encouraging talks and short writing exercises, designed to impress upon junior high, middle and intermediate school students that they can succeed if they want to. The brief format (ten minutes) of the lessons facilitates use during home room periods and in other classes. The objectives of the program are to improve school climate, attendance, student achievement and self-discipline. A manual and inservice training for teachers are integral parts of the program, as are the notebooks kept by students for recording what they learn from the class and the success they desire in their lives. An additional 180 lessons, dealing with study skills, peer pressure and substance abuse are also available.

The U.S. National Archives Education Branch has developed curriculum materials supporting a laboratory (research-based) approach to U.S. historical topics and focusing on enduring issues. Designed for use primarily in secondary level history and government classes, the program consists of eight teaching kits using archival materials that cover periods in U.S. history as well as the U.S. Constitution. An annual eight-day summer workshop for teachers, focusing on classroom strategies for teaching with original documents, is also offered.

The Boston University Character Project is developing character-centered literature texts for seventh- and eighth-grade classes to promote good character through engaging students in the study of value-centered content from literature and history. With an aim of revitalizing the development in school of specific character qualities in students, the materials are intended to reconnect the young to their intellectual and cultural heritage. The character traits selected are courage, respect for parents and teachers, responsibility, honesty, perseverance, kindness, fairness and love of country. Each of these components of good character is the organizing idea guiding the selection of specific works of literature and history. While the materials are primarily from the American experience, classic myths, songs and poems which illuminate our understanding of these character traits also will be included. Eight separate units of instruction will be organized around each of the character traits, each unit containing both the content and teaching strategies necessary to actively involve junior high students in an appreciation and understanding of these traits.

Character education as an integral part of the curriculum is a time-honored tradition in the Birmingham (AL) City Schools. The district's program, "Celebrate the Kings," consists of a series of sixteen fifteen-minute television programs (videotapes), some incorporating poetry, and accompanying teacher guides for grades K-8. The program is designed to help children understand the processes of attitude development and value building and to develop a commitment to those wholesome attitudes and values that are central to becoming a mature, responsible member of society. The teacher materials are designed to be incorporated easily into daily classroom work in the content areas. Topics covered include: honesty, cooperation, communication, goals, determination, courage, respect for property, patriotism, responsibility, acceptance of differences, unselfishness, pride, imagination, sportsmanship, self-concept, law and order, respect for others, decision-making and the value of work. (See also "Quest" and "Law in a Free Society" program summaries.)

Community/Family Involvement. The Home and School Institute has recently launched New Partnerships for Student Achievement, a three-year demonstration project to enhance the role of families in their children's education. Members of five national organizations are participating in the project: Parents Without Partners, the National Postal Workers Union, the American Red Cross, the National Association of Colored Women's Clubs, and the Association for Library Service to Children/American Library Association. The focus of the program is on development of "mega-skills" or "inner engines," such as motivation, pride and self-confidence which provide the drive for learning. Individualized programs are being developed to channel the energies of members of each of the five groups in order to develop local systems of community support for children's education. The National Association of Colored Women's Clubs, for example, is sponsoring a demonstration site in Tuscaloosa, Alabama, using a version of the Institute's "Senior Corps" program which taps the resources of a community's senior citizens to serve as a link between families and teachers. Club members in that city will provide one-to-one tutoring in a church site after school, and work with parents on home learning activities which complement activities conducted at the after-school program.

Drug Abuse Prevention Programs. Most school health education programs now include the imparting of factual knowledge to students about the physical effects of drugs on the human body. These curricula also devote extensive time, as well, to topics such as self-awareness and building self-esteem, decision-making and coping skills, and influences from the environment (such as media advertising and peer pressure). It is not unusual for such programs to begin at kindergarten level.

Undergirding this type of curricula is an assumption regarding the interrelatedness of knowledge, physical health, emotional growth, and social well-being. Instruction dealing with topics such as self-awareness and risk-taking are included in order to provide students with defenses against peer pressure to abuse substances such as alcohol, drugs or tobacco. This approach maintains that teaching a child to say "no" to pressure from peers is ineffective if the child doesn't have a firm base of self-esteem. The instructional objectives for students taking the health education course in the Horseheads Central School District, New York, illustrate the

degree of attention to character issues which can be incorporated in designing such a program:

1. To create an awareness of the total problem—prevention; education; treatment; rehabilitation; and law enforcement on the local, state, national, and international levels.
2. To inform the students of the effect on the body of narcotics, sedatives, hallucinogens, and stimulants through the gym, science, and social studies classes.
3. To relate the use of drugs and alcohol to physical, mental, social, and emotional practices.
4. To encourage the individual to adopt an appropriate attitude toward pain, stress, and discomfort.
5. To develop the student's ability to make intelligent choices based on facts and to develop the courage to stand by one's own convictions.
6. To understand the need for seeking professional advice in dealing with problems related to physical and mental health.
7. To understand the personal, social, and economic problems causing the misuse of drugs, alcohol and tobacco.
8. To develop an interest in preventing illegal use of drugs, alcohol and tobacco in the community.

Special Discipline Programs. The Assertive Discipline Program has three major components: set clear, consistent limits and consequences for behavior; provide uniform follow-through; and give students warmth, support and rewards for appropriate behavior. A key factor in its success is that everyone, students and faculty alike, knows the rules and the consequences for breaking them. Emphasis is placed, as well, on selecting consequences that are logically related to the rule broken and best suited to the particular student problem. The program stresses an assertive, pre-planned approach to discipline involving the total school staff, essentially constructing a "lesson plan" for discipline. Orientation and training sessions for teachers and communication with parents are essential components. Rules are kept to a minimum and clearly stated; clearly-defined hierarchies are established for both consequences for violation of rules and positive reinforcement for adherence to rules. Multiple methods are used for communicating the rules and their consequences to students.

The Positive Discipline Program, one of the five components of the Child Development Project (described in this chapter), looks beyond "external" control of students and their compliance with adult demands to ways of promoting self-discipline in youth and internalization of rules and values. The focus is on working with the child to solve problems that arise and communicating confidence in the child's motivation and ability to act responsibly. Positive discipline is based on general principles, such as "Everyone has a right to learn," which are developed with input from the children in classroom discussions. Some of the strategies used for dealing with and preventing misbehavior are to increase children's knowledge of what is expected or appropriate, and to help them develop self-control, responsibility and other relevant skills.

Traditional Schools. One distinct program model for building character is that of the traditional school. Generally, "traditional" status, whether applied to an entire school or a class or section within a school, implies a certain emphasis on the mastery of a basic academic program, on classroom attendance and performance, and on strict adherence to discipline policies. Often a contract specifying the various understandings, principles and/or commitments is jointly signed by each student, his or her parents and sometimes a member of the staff. At Burlingame High School, California, parent requests led to establishment of the traditional program and faculty/parent task forces were established during the transition period to determine many of the procedures and terms under which the school would operate. Since students and parents freely choose the students' enrollment in a traditional school, the academic, attendance and behavioral expectations of the program have a high level of acceptance. Once established, this approach tends to have a bit less emphasis on some broader definitions of character, since many of the behavioral expectations for students are predicated on the major goals of academic achievement and strict discipline. Taken together, however, the components of a traditional school do tend to develop in students the "fourth R"—responsibility.

Character Building Projects and Strategies

Community, PTA and/or School Volunteer Activities. Three years ago Baltimore County held a community-wide conference on "Values Education and Ethics in the Workplace," sponsored by the school district, the Chamber of Commerce, the County Executive, and the PTA Council. This year another Values Education and Ethics Conference was held to continue this commitment of the business and education communities to those issues.

The district also distributed a brochure to parents addressing: what is meant by values education, how values were to be studied, which values would be included, expectations for student behavior, and the role of parents in implementation of values education.

Another activity being conducted in Baltimore County to implement the recommendations of its values education task force is an annual school-based, community values fair, sponsored by a different area (sub-district) each year, jointly sponsored by the County PTA Council and the Board of Education, each values fair focuses on a theme chosen by the sponsoring area. Over 1000 people attended the 1987 fair, the theme of which was "patriotism." In addition to an evening program of discussions and performances, values-related exhibits were sponsored by all area schools and other

organizations. A large "values tree" was featured in the lobby at the fair as a symbol of the close coordination that exists between the home and the school. Attendees were invited to add to the tree a leaf on which they wrote the value which they held most dear.

The National Conference of Christians and Jews is engaged in a nationwide "Living Constitution" campaign to get Americans of all ages, backgrounds and walks of life involved in democracy—to "sign on" to facsimiles of the U.S. Constitution. The project draws a link between the personal application of the broad principles underlying the Constitution, its Bill of Rights and other Amendments as well as the collective governmental process for ensuring democratic life and action in the nation. The Living Constitution Project has two major components: curriculum enrichment for elementary and secondary school students and constitutional learning activities for civic and other adult groups. Classroom materials and "learning nuggets" designed for the various age levels are also appropriate for use with other groups such as civic and service organizations, religious congregations, non-school youth groups and colleges and universities. Topics covered include: voter participation, separation of powers, Bill of Rights issues, freedom of speech, religion and assembly, and citizen enfranchisement. Teacher workshop suggestions are also available.

In a similar vein, the Colorado PTA, in conjunction with the state Commission on the Bicentennial of the U.S. Constitution, is involved in organizing school-based community-wide discussion groups for students and adults focused on character and citizenship issues related to the principles of the Constitution.

Student Volunteer Activities within the School District. Providing students with opportunities to serve as volunteers within the school district is a strategy used at many grade levels. Activities range from simple jobs such as cleaning blackboards, helping with bulletin board displays, and helping out in the library, to quasi-club responsibilities such as serving as school crossing guards or hall monitors, to the time-honored student volunteer job of tutoring. The Child Development Project, for example, schedules activities enabling students in higher elementary grades to serve as "buddies" to children in younger grades, for instance, accompanying them on field trips.

Student Participation in School-Related Community Activities. School-related activities which enable students to participate in community activities include: food drives for needy families; providing services to people in retirement or nursing homes; participation in community cultural and sporting events; health-related activities, such as the Great American Smokeout, Jump Rope for Heart, Skate-a-Thon, cardio-pulmonary resuscitation and fire prevention courses, and essay contests sponsored by community groups. Many districts have policies or administrative guidelines to ensure that such activities have an educational or community service aspect for the students. These activities can provide an effective avenue for involving community members in the implementation stage of a process to seek their input on character development in the school system.

Non-Curricular Motivation Strategies. It has been said, "If you want to know what your district's values are, look at what you give awards for." With this thought in mind, many school systems have instituted awards and other types of positive recognition to reinforce in children the locally desired character traits. The Suring, Wisconsin, district awards students with certificates for good behavior, and awards for perfect attendance and other things that teachers feel are important; the "Student of the Week" is regularly featured on a hall bulletin board. In many schools, pep rallies are held preceding key academic events such as annual achievement testing. Vernal (Utah) Middle School has a Citizenship Club designed to honor good student attitudes and deportment, as measured by citizenship grades given in all classes.

Motivation campaigns can take many forms, combining elements from community service projects, student government activities, pep rallies and honor roll listings. Milford, Delaware, has a Student Motivation Program at the middle school to foster supportive relationships on a personal level between teachers and students. The high school motivation program is co-sponsored by the Lions Club. At all schools, awards are given to students who meet objectives in behavior, attendance and/or academic achievement.

Behavior Strategies. Browning Springs Middle School (Madisonville, Kentucky) includes character improvement essays among the disciplinary procedures which may be used if a student fails to maintain the code of ethics. Grady County (GA) Schools developed a set of student and staff guidelines and activities focused on three annual priority issues: courtesy, patriotism and discipline. Parents, churches and community organizations were encouraged to join with the schools in promoting the three priorities. Guidelines included principles for students and staff to follow and special suggested school activities to reinforce the standards set for courtesy, patriotism and discipline.

In-School Television. Districts report using in-school television programs to supplement character- building efforts. National and community groups often develop various visual media programs which can be coordinated with in-school television. Such efforts are prime opportunities for members of public media to contribute to character development in the young. The National School Safety Center, for example, in Encino, California, has launched a new public service advertising campaign titled "Facades" which appeals to youths' self-esteem and personal identity as reasons to avoid or to stop using drugs. This positive focus on the integrity of one's identity and the need to belong and be accepted, as

opposed to a focus on scare tactics to keep kids away from drugs, reflects the latest findings of drug abuse prevention studies.

Student and Faculty Handbooks. Districts use student handbooks to relay not only rules and regulations, but also the values upon which districts intend students to learn and live. Baltimore County, Maryland, as part of the implementation of recommendations from its Task Force on Values Education and Ethical Behavior, produced two handbooks, including one for special education students, which outline student rights and responsibilities.

As mentioned in the chapter on policies for building character, many districts also publish their philosophy statement or staff ethics policy, whole or excerpted, in their faculty handbook. Staff involvement in the development of such policy statements increases their relevance and value.

Evaluation Methods

Many districts report that character-building activities result in an increased awareness of character issues among staff, students, parents and/or community members. Baltimore County, for example, reports that teachers are more interested in the staff code of ethics and in teaching sudents about values and ethics. In Salt Lake City, the degree of teacher involvement in developing methods for teaching ethics and moral conduct was an informal indicator of the impact of that district's ethics and moral behavior policy. School boards should not hesitate to use such informal measures to evaluate the progress of their policies on character.

Another common measure of success of policies and programs to build character is a decrease in student discipline problems, including vandalism, and/or an improvement in student morale or behavior. Often such improvements are noted in particular schools or even classes where specific strategies or programs have been employed. Measures utilized include such items as student attendance rates, number of suspensions, and cost of repairs necessitated by vandalism. A variation on this approach is to poll teacher perceptions regarding improvement in general discipline, and reduction of classroom disruptions as well as playground and cafeteria incidents. Responses can be categorized as: somewhat improved, improved to an observable degree, and totally improved.

The American Institute for Character Education has used a couple of different approaches in evaluating the success of character education programs. One major approach of the Institute's staff is to document that the self-esteem of students rises after participating in Character Education. For many districts, such documentation would suffice as an evaluation indicator. The Institute further stresses, however, that educational research has shown that when self-esteem increases, achievement also increases. Thus a direct link can be shown between use of character education and increase in student self-esteem, and an indirect link can be posited as well between character education and increased student achievement.

The Child Development Project, on the other hand, is in the midst of conducting a multi-year evaluation of its attempt to develop simultaneously academic skills and pro-social behavior traits in schoolchildren of pilot schools. Researchers for the project use a range of techniques to look at a variety of student motives, attitudes and behaviors, including: interviews with children, parents, teachers and principals; questionnaires given to parents and teachers; observation of children in classroom and playground settings; and occasional study of students in specially-designed small group activities. Results for a particular group (cohort) of the pilot school children are being tracked year-to-year along with those for a similar group of children in three comparison schools.

The three districts participating in the Bowling Green State University project on character development in rural schools used a community survey which asks respondents to rank or to evaluate, sometimes with specific "grades," many aspects of the district's activities pertaining to character. The focus of such a survey can be both on what activities or solutions should be used and on how well the district is performing the activities it currently provides.

Another approach to evaluating character education is to solicit input from teachers using character education materials in the schools. One such evaluation conducted by the American Institute for Character Education enabled principals and teachers to evaluate anonymously the strengths and weaknesses of the Character Education Curriculum. This evaluation collected their assessments of improvements in the types of student behaviors mentioned earlier in this section such as vandalism and student behavior on the playground. It also collected information on how teachers scheduled time for character education and how parents were informed about the character education program. This latter type of input can be helpful as a type of formative (interim) evaluation to improve a character education program during early stages of its implementation.

The Salt Lake City School District has developed an ethics education competency examination. This test measures whether students are in compliance with the board policy that requires competence in ethics and moral behavior prior to graduation from high schools.

An evaluation of the Skills for Living Program of the Quest National Center illustrates other results of character education programs which can be documented. Data were collected from 30 schools in four states using pre- and post-test evaluations to measure whether students made statistically significant gains in the following areas: self-control, self-confidence, self-concept, attitudes about school, feeling about one's family, feelings about one's teachers, and relationships with friends.

Program Summaries

DUTIES TO THE COMMUNITY. The Atlanta Public Schools System is committed to three goals for students: 1) improved achievement in basic skills; 2) preparation for gainful employment; and 3) citizenship. In an effort to enhance students' understanding of the duties of a good citizen, the Atlanta Board of Education approved a required course, *Duties to the Community*, as a requisite for graduation for the class of 1988. Incoming ninth grade students are expected to contribute 75 hours of unpaid volunteer service in school-approved agencies, under the supervision of school personnel and agency staff. These hours may be accumulated between grades 9-11. Additionally, an acceptable essay must be written and approved by the English department in which the student is enrolled. Once the 75 hours have been accounted for by the student, agency staff and school advisor, and the essay accepted, the student receives one semester of credit for the *Duties to the Community*, course.

The Atlanta Public Schools Community Service requirement emphasizes what a student can do to help others. This course provides students with opportunities for responsible, productive, supervised volunteer service. Service agencies such as character-building organizations, hospitals, churches, child care centers, and schools are potential learning laboratories for the fulfillment of this course. Under the direction of school staff, students and parents are thoroughly informed of the requirements. Students bring to this assignment concern, motivation and enormous energy. The challenge is to channel these assets into well-organized high school volunteer programs that are mutually beneficial to students and the community.

In addition to academic credit (1/2 Carnegie unit), students gain first-hand experience in seeing their actions count. It gives them the opportunity to know and relate to persons of varying ages and backgrounds. Volunteer service also gives students a first-hand look at how their community works. They learn how problems arise, what steps can realistically be taken toward solution and their role in solving these problems. Volunteering also provides students opportunities to test and extend their interests, skills, and talents. Once their education becomes more relevant, their contributions gain value and their sense of citizenship is enhanced.

Service learning is not a new concept in education. The communities in which schools are located have always been vital resources in education. The provision of opportunities for young people to extend their learning through service is widely practiced in many school districts, including the Atlanta Public Schools. The *Youth Challenge Program* is an alternative education program which has existed in this system for eight years. Students enrolled in this elective program receive academic credit for supervised experience in system-approved off-campus work sites. What is different about the new community service course is its required status.

Community service courses can have the following outcomes for participants:

- Strengthen motivation for learning.
- Encourage learning by inquiry and discovery.
- Become a bridge between the work of the school and the broader work outside.
- Extend the range of learning experiences.
- Build respect for people and for excellence wherever it may be found.

The response from scores of persons both in Atlanta and around the nation has been overwhelmingly positive. Students themselves think it is a "neat" idea. Agencies using volunteers see the vast potential for extending their services. Parents are supportive of the service-learning potential. School staff see opportunities for extending lessons in practical citizenship. This new partnership among students, parents, school staff and community agencies can only result in increased benefits to students and community alike.

Contact: Duties to the Community
Atlanta Public Schools
Planning & Expanded Services
2960 Forrest Hill Drive S.W.
Atlanta, Georgia 30315
(404) 766-0551

QUEST. For the past decade Quest's mission has been to develop, disseminate and encourage positive ways of supporting the healthy development of young people, specifically by equipping youth between the ages of 10 and 18 with skills for learning leadership, service to others and successful living.

Quest's commitment, however, is not just to young people. It is also to parents, teachers and other adults who are concerned about youth. It is to the broader goal of creating a world that cares deeply about its young—not just because their well-being is important today, but because they carry the keys to what our world will be in the future.

Quest was launched in 1975 with a vision of helping young people face the challenges of the world positively and constructively. Supported by grants from the W.K. Kellogg Foundation, the George Gund Foundation, and the Reader's Digest Association, Quest designed a program for high school students called *Skills For Living*. This program focuses on key concerns of high-school-age youth: self-concept, feelings, attitudes, friends, family, marriage, parenting, money, careers and philosophy. The program elements develop students' cooperation, responsibility, good judgment and leadership skills. Daily class sessions help to strengthen communication skills through extensive reading, writing and discussion. The program also emphasizes parental involvement, both through student homework assignments and parent seminars. *Skills For Living* has flourished in hundreds of schools in the United

States, Canada, India and parts of Europe, reaching more than 600,000 students, and has opened the way for two other programs.

Skills For Adolescence, a comprehensive program for students in grades 6-8, places a special emphasis on preventing drug and alcohol use, since the middle and junior high school years are a time when experimentation with chemical substances usually begins. This program addresses some of the critical issues and challenges of the early adolescent years such as: making responsible decisions, resisting negative peer pressure, and developing self-confidence. A major partner in *Skills For Adolescence* has been Lions Club International.

The principal goal of *Project LEAD* (Leadership Experience and Development), created in cooperation with the Association of Junior Leagues, is to involve students in providing service to their schools and communities. Based on the concept of service learning—learning through the experience of serving others—the program brings together students, teachers, and adult volunteers working closely as part of a community service team—conducting a local needs assessment, developing leadership skills, involving other young people, and implementing community service projects.

Intensive training for adults is required in conjunction with all three programs. Through these three major programs, Quest has played a key role in developing nationwide and world-wide networks of individuals and organizations also concerned about the well-being of young people.

Contact: The Quest National Center
6655 Sharon Woods Boulevard
Columbus, Ohio 43229
(614) 882-6400

THE CHILD DEVELOPMENT PROJECT. The Child Development Project was started to help teachers and parents nurture characteristics such as helpfulness, fairness, and responsibility in young children. In part, the project is a response to widening concerns that American children are growing up to be excessively self-centered and lacking in a strong sense of responsibility to themselves or others.

The project draws on research into children's social development to provide ways to build school and home environments that promote a healthy balance between concern for self and concern for the rights and needs of others. By focusing on children's positive qualities and strengthening them, the project hopes to create a foundation from which children can develop as good citizens and successful adults in their work, social and personal lives.

The project has been going on in six elementary schools in a suburban San Francisco Bay Area school district since 1982. Preliminary research findings indicate that children in the three schools where the project's school and home programs are being implemented are significantly more "pro-social" than their counterparts in three comparison schools. Of the dozens of ways the program's effectiveness is being measured, a number of them show significant effects favoring the program children. Most striking among these, program children demonstrate:

- Significantly more spontaneous helping and cooperation in the classroom.
- Significantly more collaborative play on the playground.
- Significantly better skills in dealing with social problems and conflicts.

In addition, these gains in children's social development do not seem to come at the expense of their academic achievement.

There are five elements to the program—none of them revolutionary or new. But when combined in a consistent way in school and at home, they provide children with a clear set of expectations and a supportive atmosphere for achieving them:

- Cooperative activities - Students work in small cooperative groups on classroom lessons and practice cooperation with their families through work and play activities.
- Helping and sharing activities - Children have regular opportunities to help with home and classroom chores, tutoring and "buddy" programs, and community service, so that these activities become accepted and expected parts of school and home life.
- Setting positive examples - Through carefully selected books and films, and through direct exposure to the example of adults and older peers, children see others being kind and considerate, taking responsibility, helping, etc.
- Understanding others - Children are involved in activities designed to help them learn to consider the perspectives, intentions, and needs of other people.
- Positive discipline - Children are led to understand the general principles behind rules, to take responsibility, and to participate in decision-making. Discipline practices center around explanation and mutual problem solving rather than externally imposed rewards and punishments.

The project has developed extensive teacher and parent training materials and is completing a K-6 curriculum for implementing the program in schools.

Program evaluation and data analysis will continue for several years, scrutinizing the data collected through classroom observation, observation of small group activities and playground behavior, and structured interviews of students parents, teachers, and principals. The latest reports of these research findings are continuously available.

Contact: The Child Development Project
111 Deerwood Place, Suite 165
San Ramon, California 94583
(415) 838-7270

LAW IN A FREE SOCIETY PROGRAM. *The Law in a Free Society (LFS)* curriculum is the product of a continuing concern, over a period of twenty years, of university scholars, elementary and secondary educators, and members of the legal profession for the improvement of the quality of civic education in the nation's schools. In 1964, an interdisciplinary group at UCLA formed the Committee on Civic Education. The committee, with support from the Danforth Foundation, initiated development of a unit on due process (procedural justice) for upper elementary and intermediate grades. The curriculum prepared consists of a student casebook and teacher's guide. The principal methods advocated in the curriculum were guided (Socratic) discussion and simulation activities. Much of the work of the subsequent Law in a Free Society Program was built upon the experience with this curriculum and the philosophy and approach to curriculum development established at that time.

With the continued support of the Danforth Foundation and subsequently of the Ford Foundation and the U.S. Office of Education, the UCLA Committee expanded the curriculum to include issues arising from the basic principles of constitutional democracy. Three books were published from 1967 to 1970: *Your Rights and Responsibilities as an American Citizen: A Civics Casebook; Conflict, Politics and Freedom*; and *Voices for Justice.*

In 1969, with support from the State Bar, local bar associations, and the California Council on Criminal Justice, work was begun on devising a conceptual framework for an expanded K-12 curriculum. Eight concepts were chosen to form the core of the *Law in a Free Society* curriculum: authority, justice, responsibility, privacy, participation, freedom, diversity and property.

All of the materials developed before 1974 were teacher oriented (i.e., casebooks of readings, curriculum guides, lesson plans). In 1974, *LFS* received funding from the National Endowment for the Humanities to develop multimedia instructional modules for grades K-12. These modules, consisting of sound/color film strips, thirty non-consumable student books and a teacher's edition, are available at six instructional levels on the concepts of: authority, justice, responsibility and privacy.

The curriculum that has resulted from the efforts described above has the following goals for students: (1) increased understanding of the institutions of our constitutional democracy and the fundamental principles and values upon which they were founded; (2) development of the skills necessary to function as effective and responsible citizens; and (3) enhancement of a willingness to use democratic processes when participating in making decisions and managing conflict.

The curriculum is based on the following assumptions: constitutional democracy is dependent upon an enlightened and responsible citizenry; education for citizenry should provide students with analytical and evaluative tools rather than simply facts or answers; a conceptual approach to sociopolitical and legal problems rather than a focus on the "letter of the law" or formal political institutions encourages analytical and critical thinking; conceptual thinking skills can and should be developed in the early elementary years and systematically reinforced throughout the educational process.

The Center for Civic Education, an independent, nonprofit corporation established by the State Bar of California in 1981, administers the *LFS* project and engages in extensive teacher training and staff development programs to foster the optimal application of the curriculum.

Contact: Center for Civic Education/Law in a Free Society
5115 Douglas Fir Road, Suite I
Calabasas, CA 91302
(818) 340-932

THE CHARACTER EDUCATION CURRICULUM. The American Institute for Character Education (AICE), a nonprofit, non-sectarian, tax-exempt, public education foundation, has developed and disseminates the *Character Education Curriculum*. The main goal of the *Character Education Curriculum* is to develop responsible citizens. Responsible citizens are those who think before acting, who recognize the consequences of their behavior to themselves and to others, and who identify self-discipline as the means for achieving their goals in life. Students who are most likely to become responsible citizens are those who have a good self-esteem; hence, those students who accept responsibility, increase their own self-esteem. Lack of self-esteem prevents anyone from achieving his/her potential; therefore, the *Character Education Curriculum* lessons have been designed to help teachers raise the self-esteem of all of their students.

One of the significant ways in which students' self-esteem can be improved is by showing them how to assume responsibility for their own actions. And responsible behavior requires that students determine the consequences of their actions, not only to themselves, but also to others. The decision-making and problem-solving skills that are developed in this educational process will not only help students with their present problems, but also will enable them to make better decisions during the rest of their lives.

Classroom discussions provide opportunities for students to interact with each other, explore possible solutions to potential problems, and determine probable consequences of each solution. The purpose of the lessons is to logically guide students to the right answer. The activities emphasize the consequences.

The *Character Education Curriculum* is a comprehensive set of instructional materials for classroom teachers to use for raising students' self-esteem, promoting self-discipline, improving decision-making and problem-solving skills, and instilling positive attitudes and values. These skills are developed within a framework of such values as courage, honor, justice, tolerance, honesty, truthfulness, generosity, kindness and helpfulness. Other units include freedom of choice, right to be an individual, use of time and talents, and freedom of speech and citizenship. The harmful effects of substance abuse are identified in the upper grade materials.

There are seven separate kits for use from kindergarten through the sixth grade plus one kit that can be used for grades seven through nine. The kindergarten kit contains seven teacher's guides with accompanying filmstrips. Each grade level kit contains a teacher's guide, posters, student activity materials and suggestions for evaluation.

Six hours of inservice training is recommended for teachers. Experienced consultants can conduct inservice training for groups of up to 90 persons at a time. The cost of training depends upon the special circumstances and will be quoted upon request.

Within the past six years, the *Character Education Curriculum* has been implemented in over 31,000 classrooms in 44 states.

Contact: American Institute for Character Education
342 West Woodlawn
San Antonio, Texas 78212-0617
(512) 734-5091

Recommendations for Successful Character Education Policies and Programs

As has been illustrated, there are as many patterns for developing and implementing a school board policy on character education/development as there are program models to support such a policy. Furthermore, in policy development as in many comprehensive planning and management processes, one person's "Step 1" may be another person's "Step 3." Appropriateness or usefulness of a particular suggested policy and/or implementation strategy will vary with each school board, reflecting the multitude of configurations for local governance of education in this country. One district may implement a new policy in a few months based primarily on four-page administrative guidelines formulated by a staff committee, while another may spend a year or longer just gathering input from all the parties to be affected by the proposed policy.

Listed below, therefore, are policy development guidelines and implementation procedures particularly relevant to the topic of building character in the public schools. School board members are encouraged to make this list their own by tailoring it to fit their district's unique circumstances.

Policy Development/Implementation for Character Education/Development

Step 1. *Identify Community Needs*

- **Build into your needs assessment, policies and programs a collaborative, ongoing relationship with all relevant sectors of the community.** Groups represented might include parents, media, law enforcement, government, business, religious groups and community organizations. Involvement can be accomplished both through establishment of an advisory body and through various other means, such as surveys and public hearings, for garnering public opinion.
- **Provide sufficient resources and grassroots involvement so that ownership and creative "tailoring" of initiatives can develop at all levels of the system.** The study of values becomes more effective the closer it is brought to the grassroots level. Examine the suggested components for community involvement discussed in detail in previous chapters of this report. Consider using an array of such components throughout the policy development cycle, with special emphasis on translating some components for use at the sub-district and/or school level.
- **Spend some time focusing on specific needs of your district.** A common core of values will carry no clout if it is developed without any relationship to perceived shortcomings in the district. Focus on "what's working" as well as "what's not working" in order to avoid "fixing something that's not broken." This dual approach has the additional advantage of building on the district's existing strengths.

Step 2. *Give Direction to Policy Analysis*

- **Identify a positive goal for the policy analysis.** Don't burden a committee or task force with a long list of problems to be solved. Publicize the board's goals and rationale for the policy analysis and avoid attempts to portray a picture of different interest groups pitted against one another with irreconcilable positions.
- **Incorporate wide and diverse representation among those involved in developing the board's policy or response.** Representation should include all the relevant geographic areas, races, religions, ages, incomes, education backgrounds and philosophical orientations in the community. Be sure to include spokespersons from those groups about whose reactions you have the most misgivings. Only a process which incorporates the concerns of all relevant sectors of the community will survive the intense debate and scrutiny which are unavoidable in dealing with the building of character in the schools.
- **Tailor your charge for the advisory group to the needs of your district.** Therefore decide whether your situation dictates giving those responsible for developing the board's policy or action either a narrow, specific charge or the freedom to pursue various ramifications. The board's decision about the nature of the assignment to be given to any advisory committee on character education/development should be based on the current situation in the district. For example, an existing policy with no attendant controversy and with an implementation strategy in place may not require as comprehensive an examination as an ineffective, controversial or non-existent policy.

Step 3. *Require Policy Options*

- **Don't cut corners by accepting an abbreviated analysis of options.** Require the advisory committee to develop options for character education/development. Each option should include an analysis of fiscal and staffing implications as well as concommitant rules, regulations and guidelines that may affect development and implementation. One important step in minimizing controversy about character education/development in the schools is to consider various options prior to and during later stages of public review, policy adoption, and program implementation.
- **Don't reinvent the wheel.** Many effective approaches to character education/development have already been developed by local education agencies and other organizations. Examine such existing policies, materials and approaches. Adaptation of one or more existing policies or curricula, may, in many cases, provide a sufficiently "tailored" product to meet your district's needs.

Step 4. *Review Policy Drafts*

- **Develop as strong and specific a policy as you can, without losing consensus.** Staff and students will not perform to the best of their ability with only a weak charge to guide them; nor will the community be inspired to throw the full weight of its support behind a hesitant or equivocal commitment to ethical standards. Use detail and specificity, where possible, to bring the policy into clear focus and to aid implementation.
- **Allow time and provide encouragement for in-depth examination of the issues by all interested parties.** Such opportunities should include but not be limited to formal board hearings. Other options are informal meetings or even just making materials reviewed available for examination at times convenient to the public. Processes which take almost a year or even longer are not uncommon, and often called for, if the potential for disagreement is high.
- **Make sure the policy meets the needs of your district rather than the needs of the districts whose sample policies were reviewed.** When reviewing sample policies or programs already established in other districts, the temptation is great to accept a product "as is," overlooking inappropriate or unncessary parts. Again, a clear picture of your district needs combined with ample time and broad community involvement are the best guarantees of a well-targeted board policy on character.

Step 5. *Take Action on Policy Options*

- **Deal expeditiously with policy options developed.** Even when a generous timeline is necessary in order to maximize agreement, the character policy will falter if the board inordinately procrastinates on the task of rewriting, rejecting or adopting a final product.
- **Avoid the trap of having a policy with no program or other implementing strategy.** If you post policy statements on every school wall with no related actions, those statements will have a hollow ring for all who see them more than once. Ask staff to review program options and recommend a program or other means to implement the character policy.
- **Provide top level support and visibility for the decisions, programs and products resulting from board, community and district efforts.** Clearly establish the board's commitment to the approved policy on character education/development, both externally (publicly) and internally (within the school system). Policies and program initiatives must be communicated clearly to students, staff, parents and the community. Take a leadership role on the issue, reconfirming the commitment as often as necessary.

Step 6. *Implement and Monitor*

- **Choose and implement a program or other means for translating the policy into action.** Develop an implementation plan which addresses the skills and training required of teachers, other staff, and in some cases, involved members of the community for a successful character education program; timing issues such as phasing in the implementation schedule; and utility/cost-benefit issues including logistical, financial and political considerations.
- **Use a comprehensive approach.** Staff in all capacities throughout the school system have an important impact on the development of students' character; school-level initiatives should reflect this fact. Likewise, consider choosing an approach that is school-wide or districtwide, even if taught by only a few people, in order to avoid efforts too isolated either to succeed and/or to be evaluated.
- **Provide resources necessary to enable the policy to succeed.** The policy may require a major commitment of time on the part of board members and staff and possibly community members. Additional financial resources may also be required, depending on the chosen implementation plan. Provision of clear responsibility and adequate authority is another crucial resource a board must not overlook.
- **Ensure that character initiatives receive the same status and legitimacy accorded other program areas and curricula.** Involve teachers in the selection or development of any curriculum materials; don't circumvent the usual adoption/adaptation process. Provide adequate inservice for staff before implementing new initiatives. Watch out for supplementary materials or approaches used without notice and agreement.

- **Ensure that the district's curricula uses a broad-based approach.** The district's character building efforts should include positive role models representing men and women of all age groups from various social and ethnic backgrounds. Also make sure that role models are drawn from past, as well as current, times in order to reinforce for students the idea that efforts to develop and demonstrate good character have a long, proud history.
- **Take full advantage of opportunities inherent in character education for collaborative implementation strategies that involve many sectors of the community.** Joint efforts begun during early stages of policy development can continue and evolve as groups that achieved ownership during those stages are given the opportunity to create projects or activities to bring the policy to fruition for the district's children. Various collaborative strategies can be employed without violating separation of church and state.

Step 7. *Review and Evaluate*

- **Review existing policies in the numerous sections of your policy manual which may pertain to character.** The complex nature of character building efforts and the resulting rich array of possible programatic responses make such a review necessary. Check for consistency among policies pertaining to educational philosophy, school board governance, personnel, instruction, students, and school-community relations. Consider whether policies should be updated or developed in some of these categories to support the district's primary policy of building character. (See NSBA policy checklist in Appendix C.)
- **Don't be intimidated by the often non-quantitative aspect of policies and programs regarding character.** Request and expect district staff to develop appropriate qualitative and/or quantitative techniques for assessing the progress of initiatives designed to implement the board's character policy.
- **School boards should request formative evaluation of the policy's implementation in order to monitor the progress of implementation.** A common concept in program evaluation is the distinction between formative (developmental in nature), and summative (final) evaluation. Formative evaluation is used during the implementation of a policy or program to gauge the interim successes and problems being encountered. This provides feedback to improve the implementation process and thus influence the ultimate outcome.

Step 8. *Revise or Remove as Needed*

- **Hold character policies to the same high standard set for other board policies.** Failing to revise or remove ineffective character policies is as much a statement of the board's lack of concern about the topic as having no policy at all on this subject.

Appendix A - Resources for Board Members

A. Books and Reports

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Appendix B. Sample Policies

Code of Ethics for School Board Members (NSBA)

Educational Philosophy (White County)

Statement of Ethics for School Staff (Salt Lake City)

Statement of Ethics for School Administrators (Salt Lake City)

Policy on Values (Palos Verdes)

Moral & Ethical Values (East Stroudsburg)

Instructional Philosophy (Fulton County)

Instructional Goals (Jennings)

Code of Ethics (Hopewell-Loudoun)

Values Education (Montgomery County)

Responsible Citizenship (Des Moines)

Human Relations (Alexandria)

Teaching about Religion (Sarasota)

Teaching about Religion (Fairfax County)

Sex Education (Collier County)

Community Relations (Gibsonburg)

CODE OF ETHICS
For School Board Members

AS A MEMBER OF MY LOCAL BOARD OF EDUCATION I WILL STRIVE TO IMPROVE PUBLIC EDUCATION, AND TO THAT END I WILL:

Attend all regularly scheduled board meetings insofar as possible, and become informed concerning the issues to be considered at those meetings;

Recognize that I should endeavor to make policy decisions only after full discussion at publicly held board meetings;

Render all decisions based on the available facts and my independent judgment, and refuse to surrender that judgment to individuals or special interest groups;

Encourage the free expression of opinion by all board members, and seek systematic communications between the board and students, staff, and all elements of the community;

Work with other board members to establish effective board policies and to delegate authority for the administration of the schools to the superintendent;

Communicate to other board members and the superintendent expressions of public reaction to board policies and school programs;

Inform myself about current educational issues by individual study and through participation in programs providing needed information, such as those sponsored by my state and national school boards associations;

Support the employment of those persons best qualified to serve as school staff, and insist on a regular and impartial evaluation of all staff;

Avoid being placed in a position of conflict of interest, and refrain from using my board position for personal or partisan gain;

Take no private action that will compromise the board or administration, and respect the confidentiality of information that is privileged under applicable law; and

Remember always that my first and greatest concern must be the educational welfare of the students attending the public schools.

NSBA

Board Member Signature _____ Date _____

Adopted by the Board of Directors, National School Boards Association, October 5, 1975

AD

EDUCATIONAL PHILOSOPHY

In a world endlessly shaped and reshaped by change, the one goal which remains steadfast is the acquisition and application of knowledge. We affirm our responsibility to do everything within our power to enable each student to reach this educational goal.

We believe that a public school education should prepare citizens for a satisfying, meaningful, productive life, including preparation for the necessary responsibility of earning a living. Educational programs should be developed and offered that will meet the educational needs of all White County students and help them reach their potential as individuals and as contributing citizens.

We believe that educational personnel are a basic component in public education. Teaching is a process which helps students become independent, productive individuals, and those practices proven to be effective should be used by each teacher. Competent educational leaders are essential to the proper direction of the schools.

It is neither within our ability nor our desire to substitute for the guidance and love of the student's family. We do gladly accept the opportunity, within the bounds of this school system, to help all students achieve the ultimate goal of becoming self-actualizing, responsible citizens. We desire to help all students develop an understanding of, and respect for, the integrity, opinions, and ambitions of others as they come into contact with their own.

The implementation of this philosophy shall be through the development of a curriculum based upon established educational goals.

SOURCE: White County School District
Cleveland, Georgia
DATE: September 1985

GBC

STAFF ETHICS

(Educators' Code of Ethics)

It shall be the policy of the Salt Lake City School District to establish this Code of Ethics as the standard for all persons responsible for the education of our students.

As a professional person, I will be an example to our students. I will not be satisfied with less than excellence in everything I do. It shall be my responsibility to:

- Exemplify the highest moral character, behavior and leadership.
- Respect the integrity and personality of the individual person.
- Abide by the policies of the district in letter and in spirit.
- Promote high standards of conduct and scholastic achievement among all students.
- Respect the integrity and judgment of my colleagues.
- I shall demonstrate my own commitments to: continue learning and to grow through professional improvements.
- Encourage respect for learning and dedication to quality work.
- Promote ethical relationships with all people.
- Respect the values of education.
- Display fairness, modesty and graciousness toward others.

In all that I do, I shall strive to develop worthy habits and to promote the qualities of leadership, initiative, good judgment and justice.

SOURCE: Salt Lake City School District,
Salt Lake City, Utah
DATE: June 3, 1975

GBC

STAFF ETHICS

(School Administrators' Statement of Ethics)

An educational administrator's professional behavior must conform to an ethical code. The code must be idealistic and at the same time practical, so that it can apply reasonably to all educational administrators. The administrator acknowledges that the schools belong to the public they serve for the purpose of providing educational opportunities to all. However, the administrator assumes responsibility for providing professional leadership in the school and community. This responsibility requires the administrator to maintain standards of exemplary professional conduct. It must be recognized that the administrator's actions will be viewed and appraised by the community, professional associates, and students. To these ends, the administrator subscribes to the following statements of standards.

The educational administrator:

1. Makes the well-being of students the fundamental value of all decision making and actions.
2. Fulfills professional responsibilities with honesty and integrity.
3. Supports the principle of due process and protects the civil and human rights of all individuals.
4. Obeys local, state and national laws and does not knowingly join or support organizations that advocate, directly or indirectly, the overthrow of the government.
5. Implements the governing board of education's policies and administrative rules and regulations.
6. Pursues appropriate measures to correct those laws, policies and regulations that are not consistent with sound educational goals.
7. Avoids using positions for personal gain through political, social, religious, economic or other influence.
8. Accepts academic degrees or professional certification only from duly accredited institutions.
9. Maintains the standards and seeks to improve the effectiveness of the profession through research and continuing professional development.
10. Honors all contracts until fulfillment or release.

SOURCE: Salt Lake City School District, Salt Lake City, Utah
DATE: January 1980

GBC

STAFF ETHICS

The Palos Verdes Peninsula Unified School District believes there are certain commonly-held values such as honesty, truthfulness, and respect for the property and the racial, cultural, and ethnic diversity of others, all of which should be supported by the words and deeds of all employees and official representatives of the districts, including members of the Board of Education. Staff members are expected to model and promote these values and, in turn, to endorse and reinforce student actions and student behavior which exemplify such.

The Board hereby incorporates Section 80130 of *Title V* of the *California Administrative Code* as policy of the district and reaffirms the values and attitudes stated in the district goals in Policy 2121.1.

SOURCE: Palos Verdes Peninsula Unified School District, Palos Verdes Estates, California
DATE: November 7, 1983

STAFF CONDUCT

(Moral and Ethical Values)

The following statements of premises and beliefs are for the use of teaching staff members in carrying out their responsibilities in our school system. Each teacher is expected to identify ways in which he/she can most effectively implement these moral and ethical values in his/her work with pupils and the other staff members of our schools.

1. INSTILLING IN OTHERS A DESIRE FOR EXCELLENCE IN WORK, MANNERS AND ACHIEVEMENT, because the responsibilities and duties of a citizen in our democracy demand intelligent and active participation in the institutions of our society.

2. STRESSING THE VALUES OF INTELLECTUAL HONESTY AND RESPECT FOR TRUTH, because freedom depends upon the existence and practice of these values as demonstrated in the lives and associations of our people.

3. PRACTICING RESPECT AND THOUGHTFULNESS OF OTHERS, because the dignity and worth of each individual is preserved and enriched in our associations with one another. In a democracy, law and order at all levels of society come about through mutual respect and concern for others and the institutions they represent.

4. RAISING EACH PUPIL'S SENSE OF VALUES AND STANDARDS OF BEHAVIOR, because of our aim to raise the level of civilization among our people as they live, learn and work at home and throughout the world.

5. HELPING PUPILS EXERCISE SELF-DISCIPLINE, SELF-DIRECTION, AND SELF-EVALUATION IN THEIR LIVES, because these practices promote orderliness and regulation in our lives, collectively and individually. Also, a continuous self-evaluation gives us measures of the degree to which we are reaching the goals in our lives.

6. EXERCISING RESPECT FOR ALL FORMS OF DULY AND DEMOCRATICALLY CONSTITUTED AUTHORITY, because law and order come by in such a way, is the best guarantee of peace and harmonious relations in our society.

7. DEVELOPING A SENSE OF RESPONSIBILITY AND INDEPENDENCE IN OUR BEHAVIOR, because the effective discharge of an individual's citizenship in a democracy is a personal and a private matter as well as social. Our hope in teaching pupils to think is that these pupils will be able to make intelligent, independent choices.

8. UNDERSTANDING AND SHOWING BY OUR ACTIONS THAT PRIVILEGES CARRY RESPONSIBILITIES, because it is through carrying out the responsibilities of active and effective citizenship which come the privileges of "life, liberty, and the pursuit of happiness" and our freedoms.

9. DEMONSTRATING PATRIOTISM AND APPRECIATION FOR FREEDOM IN OUR COUNTRY, because in such a way we help in the transmission of our democratic heritage and freedoms.

10. INCREASING OUR ABILITY TO RECOGNIZE AND APPRECIATE RIGHT FROM WRONG AND JUSTICE FROM INJUSTICE, because of our concern for the total welfare of self and others. This ability must increase if we are to grow in awareness of the needs of others and skill in helping meet these needs.

11. SHOWING RESPECT AND APPRECIATION FOR PERSONAL AND PUBLIC PROPERTY, because the safety and preservation of the general welfare of our people depend upon this respect.

12. EXERCISING TOLERANCE AS WE STRIVE FOR UNDERSTANDING OF OTHERS' IDEAS AND BELIEFS, because the integrity and self-esteem of each human personality is dependent upon this toleration and respect. The interdependence of peoples in this world demands our efforts to understand these peoples and their contribution to civilization.

13. DEMONSTRATING DEPENDABILITY AND CONSCIENTIOUSNESS IN ACCEPTING AND DISCHARGING ONE'S RESPONSIBILITY AT WORK, because the quality of our work and the leadership we give through our vocation makes our citizenship more meaningful. Democratic living is based upon the share each person makes to getting the job done.

14. EXHIBITING A WILLINGNESS TO STRIVE TO REACH THE MAXIMUM IN HELPING OTHERS, because our goal of "helping all children become all that they are capable of becoming" demands a dedication where those engaged in teaching perform tasks of helping children learn to their maximum potential. The very existence of differences among individuals necessitates that we exhaust all resources at our disposal in helping others.

15. STRIVING FOR CONSISTENCY, FIRMNESS AND UNDERSTANDING IN DISCIPLINARY DEALINGS WITH PUPILS, because acceptable and desirable behavior takes on additional meaning as we act in this direction. Self-discipline in pupils is encouraged and strengthened as we exercise consistency and firmness in the way we discipline and manage these pupils.

16. INSTILLING A FEELING OF PRIDE IN SELF, SCHOOL AND COMMUNITY, because these attitudes are responsible for making school and community a healthier, safer and more enjoyable place in which to live.

17. UNDERSTANDING AND APPRECIATING THAT THE DEVELOPMENT OF ATTITUDES IS MORE IMPORTANT THAN THE SETTING OF RULES, because such a positive approach to our responsibility in being effective citizens promotes the general welfare far more than a concern for setting rules to govern every aspect of our life. In a democracy, where the people make the rules, it is more important that we work in building attitudes rather than simply being followers of rules.

18. STRIVING TO DEVELOP MUTUAL COURTESY AND RESPECT BETWEEN TEACHERS AND PUPILS, because we learn more in this democratic way of living. Interaction between teachers and pupils is necessary for effective learning. It is fallacious to think that we get respect simply because we are adults. We must earn respect from pupils as we earn respect from our adult peers. Effective teaching is dependent upon this principle in any situation.

19. HELPING PUPILS APPRECIATE THEIR EDUCATION AND THE SCHOOL, because where there is interest and enjoyment, the potential for more learning to take place is greater.

20. WORKING TOWARD DEVELOPING AND PROMOTING GOOD HUMAN QUALITIES AND RELATIONS, because these efforts on the part of everyone contribute to the harmony, functioning and general welfare of our society.

21. STRIVING TO BUILD MUTUAL RESPECT BETWEEN ALL MEMBERS OF THE SCHOOL TEACHING STAFF, because this is one of the characteristic features of a true profession.

22. STRIVING FOR CONSISTENCY IN PRACTICING ACCEPTABLE AND DESIRABLE BEHAVIOR DESCRIBED IN THE FOREGOING, because we teach by example of our lives. The development of behavior and character among pupils is strengthened as teachers consistently practice these desirable standards of behavior. Common understanding and appreciation among the staff as to what constitutes desirable and acceptable standards of behavior, and a concerted effort on the part of the teaching staff to promote these standards, is a vital force in the character education of our pupils.

SOURCE: East Stroudsburg Area School District, East Stroudsburg, Pennsylvania
DATE: July 1975

INSTRUCTIONAL GOALS

IA

In a world endlessly shaped and reshaped by the evolution and revolution of people and ideologies, the one goal which remains eternally steadfast is the acquisition and application of knowledge. We affirm our responsibility to do everything in our power to enable each student to reach this educational goal.

We acknowledge the fact that each student has needs and purposes which are his/hers alone, that these needs and purposes relate to his/her living experiences and that this contemporary relationship can be demonstrated, explained and strengthened through our help.

It lies neither within our ability nor our desire to substitue for or supplant the guidance and love of the student's family. We do gladly accept the opportunity, within the bounds of this school system, to help every student experience the power, richness and beauty of this world. We desire to help every student develop an understanding of, and respect for, the integrity, opinions and ambitions of others as they come into contact with his/her own.

SOURCE: Fulton County School District, Atlanta, Georgia
DATE : July 1, 1986

A public school corporation bases its reason for existence on two major needs which relate to (1) society-at-large and (2) the individual members who make up society.

Society, in establishing its schools, requires that those needs peculiar to the society be fulfilled. Thus, some societies, by their very nature, build schools only for the single task of preserving the culture in order to maintain the status quo. In a democratic society such as ours, however, which is based on a belief in the dignity of the individual and a faith in the ability of man to work out the solution to his problems cooperatively, school corporations are dedicated not only to the preservation of the culture but to its extension and improvement.

The second reason for the existence of schools in a democratic society concerns itself with the needs of individuals. While some of these needs vary from individual to individual, others are common to all. These needs have their roots in the culture of which the individual is a part. It follows that the needs of individuals must be met so that individuals can become effective, participating members of a democratic society.

With this as a basis, the following goals are appropriate as guideposts in the development of an educational program for the young people in Jennings County Schools:

1. The development of the basic communication skills of reading, listening, writing, and speaking in accordance with the capacity of each student.
2. The acquisition of the fundamental concepts and methods of inquiry of the major realms of knowledge with which students can pursue new knowledge independently.
3. The cultivation of reflective, independent, and creative thought.
4. The cultivation of a sense of responsibility toward helping all peoples of the world achieve a standard of living commensurate with a life of individual dignity and freedom within a diversity of cultures.
5. The development of a positive attitude toward minority groups and a commitment to the ideal of equality of opportunity and the dignity of the individual regardless of race, color, or creed.
6. The development of an understanding and appreciation of the democratic process and the development of a desire to be an active participant in that process.
7. The development of a positive self-image with the realization of one's unique set of moral, intellectual, and physical attributes.
8. The development of a desire to make the most of one's self through awareness of one's strength and limitations.
9. The development of an ability to deal constructively with those tensions and pressures created by a changing society.
10. The cultivation of respect and appreciation for the basic social institutions which nurture the individual, the family, the community and the nation.

SOURCE: Jennings County School Corporation, North Vernon, Indiana
DATE: January 7, 1982

(Code of Ethics)

Education at Hopewell-Loudon High School is a preparation for successful living by the development of the intellectual, moral, and social aspects of the student. It is the aim of this code of ethics to assist the student in meeting his responsibilities to his school, his community and himself.

A. Academic

(1) The student should strive for the scholastic excellence and realize the value of an education.

(2) The student should respect the faculty of his school and recognize the benefits derived from their assistance.

(3) The student should make a genuine effort to utilize fairly the varied and extensive educational opportunities available at his school.

B. Social

(1) The student should demonstrate his maturity by moderation in social conduct.

(2) The student should prove his consideration for parents by respecting their wishes regarding social activity.

(3) The student should be willing to assume responsibility for and participation in the social activities sponsored by his school, his church, and his community.

(4) The student should secure the confidence, respect and cooperation of his parents, teachers, and fellow students by responsible social conduct.

C. Civic

(1) The student should respect the residents, officials, and property of his community.

(2) The student, through his education, should develop an understanding of local, state, and national government and prepare himself to be an informed voter and loyal American citizen.

(3) The student should be responsive to the needs of his community.

(4) The student should assist in the development of charitable and community projects whenever possible.

SOURCE: Hopewell-Loudon Local School District, Bascom, Ohio
DATE: August 1978

INSTRUCTIONAL GOALS

(Values Education)

WHEREAS, on May 16, 1978, the Governor of Maryland signed Senate Joint Resolution 64, creating a Values Education Commission to identify and assess ongoing programs in morals and values education in the schools of Maryland, and to formulate recommendations that will reinforce our traditional adherence and devotion to high standard of moral and ethical conduct in personal and public life; and

WHEREAS, In creating the Commission, the General Assembly recognized the widespread breakdown in the normal standards of individual behavior and violations of public trust and a sense of helplessness about how to improve this situation; and

WHEREAS, The General Assembly stated that the elementary school is the appropriate place to encourage ideals and desirable personal and public conduct, since it is in these early years that students form their values, attitudes, and conduct that will be the basis of their personal character and behavior as citizens; and the General Assembly encouraged continuation of values education in junior and senior high schools; and

WHEREAS, The Values Education Commission takes the view that the public schools are appropriate, indeed necessary, institutions in a democratic society for defining and encouraging character and citizenship values; and recognizes that while the schools cannot supplant the role played by the family and religion in values education, they can reinforce positive attitudes and behavior and counteract negative influences on students; and

WHEREAS, The Values Education Commission recognizes that responsible personal and citizenship behavior can be encouraged by the entire public school experience, as well as by special efforts within the curriculum to deal with the rights and duties of citizens in a democracy; and

WHEREAS, The Values Education Commission has defined two overlapping categories—character values and citizenship values—with the following major objectives:

Character Objectives

1. Personal integrity and honesty rooted in respect for the truth, intellectual curiosity, and love of learning
2. A sense of duty to self, family, school, and community
3. Self-esteem rooted in the recognition of one's potential
4. Respect for the rights of all persons regardless of their race, religion, sex, age, physical condition, or mental state
5. A recognition of the right of others to hold and express differing views, combined with the capacity to make discriminating judgments among competing opinions
6. A sense of justice, rectitude, fair play, and a commitment to them
7. A disposition of understanding, sympathy, concern, and compassion for others
8. A sense of discipline and pride in one's work, respect for the achievements of others
9. Respect for one's property and the property of others, including public property
10. Courage to express one's convictions

Citizenship Objectives

1. Patriotism: love, respect, and loyalty to the United States of America, and the willingness to correct its imperfections by legal means
2. An understanding of the rights and obligations of a citizen in a democratic society
3. An understanding of other societies in the world which do not enjoy the rights and privileges of a democratic government
4. Respect for the U.S. Constitution, the rule of law, and the right of every citizen to enjoy equality under the law. An understanding of the Bill of Rights and a recognition that all rights are limited by other rights and by obligation
5. Respect for legitimate authority at the local, state, and federal level
6. Allegiance to the concept of democratic government as opposed to totalitarian rule. A recognition that democratic government is limited by the separation of powers and by the countervailing role of other institutions in a pluralistic society—principally, the family, religion, the school, and the private sector of the economy.
7. Recognition of the need for an independent court system to protect the rights of all citizens
8. An acceptance of all citizenship responsibilities at the local, state, and national levels and a commitment to preserve and defend the United States and its democratic institutions; and

WHEREAS, The state and county have experienced a recent increase in intolerant and abusive behavior, and incidents directed against minorities; now therefore be it

Resolved, That the Montgomery County Board of Education endorses these character and citizenship objectives defined by the Values Education Commission and adopts them as guidelines for student and staff behavior and for curriculum development in the Montgomery County Public Schools; and be it further

Resolved, That the Board of Education requests the superintendent of schools to review the Program of Studies and to recommend any changes that may be necessary to include these character and citizenship objectives in the MCPS instructional program; and be it further

Resolved, That copies of this resolution be distributed to all school principals and that teachers be informed of this resolution; and be it further

Resolved, That the Board is concerned that we urge the state commission to continue to treat these values as suggestions and that it clearly emphasizes in its report to the state legislature that these are not to be mandated to local agencies by the State Board of Education or the State Legislature.

SOURCE: Montgomery County Schools, Rockville, Maryland
DATE: January 12, 1982

IGAA

CITIZENSHIP EDUCATION

Educating students for responsible citizenship is a role of public schools. Significant components or responsible citizenship include, but are not restricted to, a knowledge of:

- The history of our Nation.
- The democratic principles of freedom, justice and equality.
- The development of our democractic form of government.
- The necessity of citizen participation in the political process to maintain a democratic form of government.
- Our heritage - including customs, traditions, rituals, and symbols of allegiance to our country (including proper etiquette).
- Our Nation's responsibilities in a global society.

This knowledge is reinforced by appropriate ceremonies and observances which aid students in the development of their interpretations of patriotism and citizenship.

The opportunity to participate in patriotic ceremonies should be available on a regular basis to all students.

SOURCE: Des Moines Independent Community School District, Des Moines, Iowa
DATE: April 2, 1985

IGAB

HUMAN RELATIONS EDUCATION

The Alexandria Public School System is committed to educating students by helping them develop an awareness and appreciation for the achievements, problems and aspirations of all people in our society.

The school system shall offer students from all walks of life the opportunity to gain the knowledge, skills and determination that will enable them to reach their highest potential and contribute to society.

The school system shall encourage all persons to develop attitudes and skills for effective, cooperative living, including:

- Respect for the individual regardless of socio-economic status, intellectual or physical ability, race, creed, color, religion, sex, age or national origin.
- Respect for cultural differences.

The school system shall continue to practice good human relations in employment, assignment, and promotion of personnel, in location and use of facilities in curriculum development and instructional materials, and in the availability of programs for students.

The school system shall continue to examine all parts of the curriculum to assure emphasis on positive human relationships.

The school system shall continue to examine its policies and procedures to determine their effect on individual and group behavior and make whatever changes are necessary to improve human relations.

SOURCE: Alexandria City Public Schools, Alexandria, Virginia
DATE: December 12, 1984

IGAC

TEACHING ABOUT RELIGION

It will be the policy of the Board that the curriculum of the schools will include content and activities that will help to instill in students those moral and ethical principles essential to happy, constructive, and productive lives of individuals and to a well ordered society of all individuals. It will further be the policy of the Board that the place of religion in our society be recognized as an exalted one, one which has a long and strong tradition in our nation, its homes and families, and in its religious institutions. That same long tradition in our nation of freedom of religion has guaranteed that no governmental agency will establish a religion or prohibit the free exercise thereof. The U.S. Supreme Court has ruled that the state must be firmly committed to a position of neutrality. The Board is committed to respond to the law of our nation and the interpretation of its courts while including in our schools' curriculum a secular study of religion, including a recognition of the role of religion in our history and culture and a development of moral and ethical values by all students.

This policy has been prepared consistent with the following philosophy:
Although state and federal laws govern the separation of church and state, there often is disagreement or uncertainty about the interpretation and application of the law. Clearly, both constitutions prohibit the establishment of religion or interference by the state with the free exercise of religion. However, the law is not so clear on the issue of what constitutes violations of those constitutional provisions, or what activities are permissible in public schools. Many decisions of the U.S. Supreme Court and of lower courts have been handed down on the matter of religion and public schools. Although those decisions generally are clear and specific, disagreement of interpretation exists. Even more disagreement exists among citizens of a community about public school activities directly or indirectly related to religion and about which definitive court decisions have not been made.

Within the law, a public school system has a basic responsibility to meet the expectations of the people of the community. Usually those expectations are diverse and reflect the special interests of a number of groups within the community. That may be especially true when emotions and beliefs are involved, as they surely are in religion.

A school board, and under its direction, the staff, have responsibility to represent and fulfill the expectations of all the people; but, at the same time, must not infringe upon the rights of any person or group by acceding to the desires of a different person or group. Therefore, its policy about religion in the schools must be based upon equity to all and respect for the rights of all as well as adherence to the specifics of law.

One important job of public education that the Board believes is universally expected by the public is the responsibility of public schools to help students develop moral and ethical values—personal values by which they will be guided and in accordance with which they will make decisions. Often there is a thin line between moral and ethical values and spiritual values. Although we may not include the religious or spiritual teaching in the curriculum, we must not sidestep our responsibility to moral and ethical education simply because it may sometimes be difficult to avoid crossing the line.

In summary, there are at least five major factors that should be considered when preparing a school policy on separation of church and state:

1. adherence to the law and intent of the law, or to our best interpretation of law when it is not absolute;
2. recognition and fulfillment to the maximum extent possible of the expectations of the local community as a whole;
3. protection of the rights of individuals and groups within the community without inequitable treatment of any;
4. the responsibility of public schools to provide education in moral and ethical values; and
5. the Board's avoidance of substituting secular interpretations for religious interpretations.

These factors must be in conformity with constitutional and statutory law, and have been followed in the writing of this policy.

SOURCE: Sarasota County Schools, Sarasota, Florida
DATE: 1981

The First Amendment to the U.S. Constitution provides both freedom of religion and prohibition against the establishment of religion by the government. The Fairfax County Public Schools, as an agency of the government, shall be neutral with respect to religion and shall not engage in any activity that advocates or disparages religion. The Fairfax County Public Schools will treat the values of all religions—within the educational context—in an open, forthright way, without advocating or disparaging any religious belief. For policy purposes, the term "religion" includes humanism and atheism as beliefs.

This policy is designed to achieve the following objectives:

1. To follow the spirit and letter of the First Amendment, regarding individual freedom of expression for students and teachers, while maintaining neutrality toward all religions.
2. To avoid causing uncomfortable feelings on the part of children.
3. To eliminate anguish by identifying the kinds of behavior that produce anguish.

SOURCE: Fairfax County Public Schools, Fairfax, Virginia
DATE: January 2, 1976

SEX EDUCATION

In recognition of the fact that sexuality is fundamental to all life, and is of primary importance in nature, in society, and in the life of every individual, and in recognition of the fact that the essence of education is the acquisition of knowledge related to those areas that are important in society and in the lives of individuals, the Board accepts the responsibility to provide information concerning sexuality as a part of the educational opportunities available to students.

The Board further recognizes that the family and the church have the primary responsibility for the education of children in the area of human sexuality. Although the public schools have a responsibility to provide information concerning sexuality, it is the family and the church that provide the specific value system through which students translate knowledge into decisions and actions.

In the Collier County Public Schools, the goals of instruction related to sexuality will be to:

- insure accurate knowledge about human reproduction, including conception, birth, and prenatal care, with specific emphasis on the family unit and the responsibilities and consequences relating to sexual actions;
- adapt this information to the age and grade level of students;
- promote, encourage, and increase communication between parents and children;
- increase decision-making skills;
- offer information that will assist students to act responsibly;
- discourage promiscuity;
- enhance and develop the student's self-esteem.

Within the frame of these goals, and at appropriate age and grade levels, the information presented regarding human sexuality will include:

- anatomy, physiology, and psychology of adolescence and sexual growth;
- marriage and responsibilities of family life;
- responsibilities of parents and child care;
- dating and dating situations;
- legal aspects of sexual conduct;
- homosexuality, masturbation, abortion, rape, child abuse, incest, birth control, and venereal disease;
- self-respect, self-control, and individual differences among people;
- community resources;
- pregnancy and childbirth.

The treatment of each of these topics will center on the influence of physical and mental health and well-being and the social, ethical and legal consequences relating to these subjects.

Alternative instructional activities will be provided for any student whose parents choose not to have their child participate in instruction dealing with human sexuality.

Personnel involved in instruction regarding human sexuality will conduct such instruction with maturity and discretion and in compliance with the spirit and intent of this policy. Personnel providing instruction in human sexuality will receive inservice training based on district approved standards before presenting such instruction.

The Board will review and adopt the program developed in response to this policy. The implementation of this policy will be monitored through the standard administrative processes of the school system.

S.S. Bd. E. — Collier County Public Schools, Naples, Florida
(10/72) — March 3, 1981

SCHOOL-COMMUNITY RELATIONS GOALS

The Gibsonburg Exempted Village School District is located in the southwestern portion of Sandusky County and encompasses the villages of Gibsonburg, Helena, and the unincorporated areas of Rollersville and Kenville. The school district consists of 87 square miles primarily in Sandusky County with a small portion of the district extending into Wood County.

Due to the great interest in education within the district and the diverse groups and areas within the attendance area, it is necessary and the responsibility of the district to develop a means of communication with the entire district community.

It is the belief of the Gibsonburg Exempted Village Board of Education that the best interests of education in the school district are served when lay citizens and school personnel work together towards better schools. Residents of the school district are encouraged to express their desires for the quality of education they wish for their children and the children of the community.

One of the primary functions of the Board of Education is to act as liaison between the school and community, to channel the citizens' desires for their schools to the professional staff. To facilitate this action, the Board of Education will support necessary and appropriate devices, arrangements and procedures.

SOURCE: Gibsonburg Exempted Village School District, Gibsonburg, Ohio
DATE: October 15, 1968

Appendix C. Sample Implementation Aids

Parent Survey (San Ramon)

Parent, Teacher and Student Survey (Stanford)

Teacher Survey (Baltimore County)

NSBA Policy Checklist

Sample Parent Survey

PARENT QUESTIONNAIRE ON GOALS FOR CHILDREN (Excerpt)

The following is a list of possible goals for children—characteristics parents hope to develop in their children. Parents differ in the importance they assign to these goals and the degree to which they actively work toward them. Please circle the *first column* of numbers to indicate how important each goal is for you, and the *second column* to indicate how actively or purposefully you are now working to help your child develop toward each goal.

	Importance of Goal			**How Actively Working on**		
	Not a goal or minor goal	Second-ary goal	Major goal	Not or very slightly	Moder-ately	Very Actively
Learning to work diligently, even when the task is hard or uninteresting	0	1	2	0	1	2
Being liked by others	0	1	2	0	1	2
Learning to stick up for one's own rights	0	1	2	0	1	2
Learning to be helpful to others	0	1	2	0	1	2
Getting good grades in school	0	1	2	0	1	2
Developing self-confidence, self-assurance	0	1	2	0	1	2
Learning how to get along with and smoothly with others	0	1	2	0	1	2
Becoming sensitive to other people's feelings and needs	0	1	2	0	1	2
Becoming independent, self-directing	0	1	2	0	1	2
Being curious, eager to learn	0	1	2	0	1	2
Learning to be concerned about others' welfare	0	1	2	0	1	2
Developing leadership qualities	0	1	2	0	1	2
Learning to be responsible, dependable	0	1	2	0	1	2
Being ethical	0	1	2	0	1	2

	Importance of Goal			How Actively Working on		
	Not a goal or minor goal	Secondary goal	Major goal	Not or very slightly	Moderately	Very Actively
Learning to be creative/original	0	1	2	0	1	2
Being amiable, good-tempered	0	1	2	0	1	2
Learning to negotiate and compromise	0	1	2	0	1	2
Learning to defend and protect others when they need it	0	1	2	0	1	2
Learning how to balance one's own needs with the needs of others	0	1	2	0	1	2
Learning when it is appropriate to give help and when it is not	0	1	2	0	1	2
Developing a commitment to learning	0	1	2	0	1	2
Learning to respect authority	0	1	2	0	1	2
Developing tolerance and understanding for those who are different	0	1	2	0	1	2
Learning to solve problems by careful reasoning	0	1	2	0	1	2
Learning practical life skills such as cooking, gardening	0	1	2	0	1	2
Learning academic skills such as reading, arithmetic	0	1	2	0	1	2
Learning about the world, e.g. how plants grow, how cars work	0	1	2	0	1	2
Learning to like/appreciate the arts, e.g., music, painting	0	1	2	0	1	2

Now, please look over the above goals and pick out the *five* that you consider the *most important*. Write a + in the space in front of each of these five goals. Thank you very much for filling out this questionnaire. We know you are busy and we appreciate your time and effort.

Source: The Child Development Project, San Ramon, California

Sample Parent, Teacher and Student Survey

SURVEY OF GOALS FOR SECONDARY EDUCATION (Excerpts)

Circle the letter which best describes your opinion:

	How *important* is it that people achieve this outcome by age 18?	How large a role should the *School* play in contributing to this coutcome?
	A-Critical B-Very Important C-Somewhat important D-Not very important E-Not important at all	A-The primary role (100%) B-Major role (67-99%) C-Moderate role (34-66%) D-Minimal role (1-33%) E-No role at all (0%)
Possible Outcomes		
34. Feel that their lives have purpose and meaning.	A B C D E	A B C D E
35. Know the duties, requirements, benefits, and costs for different career possibilities.	A B C D E	A B C D E
36. Consider other people's needs and feelings when making plans and decisions.	A B C D E	A B C D E
37. Be able to distinguish between scientific and unscientific claims and information.	A B C D E	A B C D E
38. Be able to read and understand graphs, charts, tables, and maps.	A B C D E	A B C D E
39. Understand and avoid the harmful effects of prescription and illegal drugs (addiction, disease, etc.)	A B C D E	A B C D E
40. Enjoy reading and writing poetry, short stories, essays, etc.	A B C D E	A B C D E
41. Be able to identify career goals and plan ways to accomplish them.	A B C D E	A B C D E
42. Be able to write effectively for a variety of purposes (informative, persuasive, literary, etc.)	A B C D E	A B C D E

OUTCOME LIST #5

A. Acquire knowledge and understanding of history and social studies.

B. Acquire and apply verbal skills effectively.

C. Be able to use mathematics effectively.

D. Act in a morally responsible way.

E. Have good physical and emotional health.

F. Acquire knowledge of the sciences and scientific methods of inquiry.

G. Have self-confidence and positive attitudes toward learning.

H. Develop competence in dealing with people.

I. Appreciate music, literature, foreign languages, and the fine arts.

J. Develop career skills.

PRINT the letters here:

#1 responsibility of schools should be _____.

#2 responsibility of schools should be _____.

#3 responsibility of schools should be _____.

#4 responsibility of schools should be _____.

#5 responsibility of schools should be _____.

#6 responsibility of schools should be _____.

#7 responsibility of schools should be _____.

#8 responsibility of schools should be _____.

#9 responsibility of schools should be _____.

#10 responsibility of schools should be _____.

PART III

Imagine that volunteers from your community area are available to teach special topics to the students at the high school. These volunteers have many skills but limited time. You've been asked to recommend priorities. From the list below, vote on your top three choices for the topics the volunteers should teach to students:

A. Handling stressful social situations.

B. Avoiding abuse of alcohol, drugs and tobacco.

C. Applying logic and reasoning to problem-solving.

D. Understanding how living things depend on each other.

E. Distinguishing right actions from wrong actions.

F. Taking control of your own life.

G. Making wise career decisions and plans.

H. Understanding practical politics and economics.

I. Appreciating the many forms of music.

J. Getting the most out of your reading.

PRINT the letters of each choice:

My *first choice is* _____.

My second choice is _____.

My third choice is _____.

PART IV

If you have any comments about the desired outcomes of high school education, please write them in the space below. (You may use the back of this page if necessary.)

Source: Krumboltz, J. D., Ford, M.E., Nichols, C.W., and Wentzel, K.R., School of Education, Stanford University, "Desired Outcomes of Secondary Education As Seen by Students, Parents and Teachers," paper presented at American Education Research Association Annual Meeting, San Francisco, April 18, 1986.

National School Boards Association Policy Checklist

POLICY TOPICS PROMOTING THE BUILDING OF CHARACTER

Do you have policies on these topics in your district's policy manual? If yes, should they be reviewed? If no, should you consider developing them? (You do not necessarily need a policy in every one of these areas; the list below is a guide to policy areas which *might* address character development in your school system.)

Topic	YES	REVIEW	NO	CONSIDER
FOUNDATIONS AND BASIC COMMITMENTS				
Nondiscrimination				
Educational Philosophy				
School District Goals & Objectives				
SCHOOL BOARD GOVERNANCE AND OPERATIONS				
School Board Member Ethics				
Board Member Conflict of Interest				
PERSONNEL				
Staff Ethics				
Staff Conflict of Interest				
Staff Conduct				
Staff Rights/Responsibilities				
Staff-Student Relations				
INSTRUCTION				
Instructional Goals				
Basic Instructional Program				
Citizenship Education				
Human Relations Education				
Teaching About Religion				
Health Education				
Teaching about Drugs, Alcohol, & Tobacco				
Family Life Education				
Sex Education				
Cocurricular/Extracurricular Programs				
Student Organizations				
Contests for Students				
Interscholastic Athletics				
Guidance Program				
Academic Achievement				
Graduation Requirements				
School Ceremonies & Observances				
STUDENTS				
Equal Educational Opportunities				
Student Attendance				
Student Rights/Responsibilities				
Student Involvement in Decisionmaking				
Student Conduct				
Student Complaints & Grievances				

Student Discipline				
Student Volunteers for School and Public Service				

SCHOOL-COMMUNITY RELATIONS

School-Community Relations Goals				
School-Community Relations Priority Objectives				
Community Use of School Facilities				
Relations with Parent Organizations				
Relations with Booster Organizations				
Relations with Churches				
Relations with Youth Organizations				
Relations with Business Organizations				
Relations with Governmental Authorities				

NOTES

ABOUT NSBA

The National School Boards Association is located in Alexandria, Virginia, within the Washington, D.C., metropolitan area. NSBA is a not-for-profit organization whose primary mission is the general advancement of public education through the unique North American system of representative and participatory government, whereby elementary and secondary school policy is decided by local school board members who are directly accountable to the community. Over 95% are elected, and the remainder are appointed by elected officials.

Federation Members of NSBA are the 49 state associations of local school boards, the Hawaii State Board of Education, and the boards of education in the District of Columbia and the U.S. Virgin Islands.

NSBA promotes the quality of public elementary and secondary schools through services to its Federation Members and local school boards; by increasing school board impact on federal education laws and regulations; and by maintaining liaison with other education organizations and governmental authorities.

In so doing, NSBA represents the interests of school boards before Congress, federal agencies and in court cases relating to education; provides education and training programs for school board members; provides school district management services; and offers to school boards a variety of other services including an annual convention and the Institute for the Transfer of Technology to Education (ITTE).

The NSBA Federal Relations Network, composed of up to three school board members in each Congressional district, plays a major role in NSBA's education advocacy program in Washington, D.C.

Three major publications are produced by NSBA: the award-winning monthly magazine, *The American School Board Journal;* the monthly magazine, *The Executive Educator,* and a fortnightly newspaper, *School Board News.*

Seven constituent groups within the Federation play a significant role in NSBA's efforts to serve Federation Member and school board needs:

- The Council of Urban Boards of Education focuses on the unique needs of urban school boards.
- The Large District Forum serves the special needs of large but non-urban school districts.
- The Rural District Forum serves rural and small enrollment districts.
- The Federation Member Executive Directors' NSBA Liaison Committee links the top executives within the Federation.
- The Council of School Attorneys focuses on issues of school law.
- The Conference of School Boards Association Communicators serves NSBA and Federation Member communications professionals.
- The Forum of Federal Policy Coordinators focuses on the administration of federally funded programs.

NSBA maintains close liaison with other groups, such as the National Caucus of Black School Board Members, National Caucus of Hispanic School Board Members, National Caucus of Young School Board Members, National Association of State Boards of Education, American Association of School Administrators, Forum of Education Organization Leaders (FEOL), Education Leaders Consortium (ELC), National Governors' Association, National Conference of State Legislatures, and Education Commission of the States.

Founded in 1940, NSBA represents the nation's 97,000 school board members who, in turn, represent the more than 40 million public school children in the U.S., which account for about 90% of all elementary and secondary school students in the nation. About 1,900 local school boards are NSBA Direct Affiliates.

NSBA policy is determined by a 150-member Delegate Assembly composed of active school board members across the country. Translating this policy into action programs is a Board of Directors consisting of 21 members and three *ex-officio* members. The executive director administers NSBA programs, assisted by a professional staff.

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